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ABSTRACT

One segment of a three-year study to examine the relationship between first- and second-language acquisition in light of instructional practices is presented. The study's major focus is the development of literacy skills, including school-related language forms as well as reading and writing, and in this segment, the services delivered to language minority students at three sites are described. The sites were bilingual programs serving populations speaking Spanish, Cantonese, and Navajo. The study examines and describes these elements: (1) the general characteristics of the region and population served by the school district; (2) the characteristics of the services provided by the districts to students of limited or no English speaking ability; (3) changes that have occurred in types of services delivered by the district to language minority students, and the influences of those changes; and (4) the level of academic achievement obtained by students who have participated in the programs, as measured by standardized achievement tests. In addition, the procedures used in the conduct of research, services delivered at each site, and the individual sites are described, and an interpretive summary of the findings across sites is presented. (MSE)

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Final DRAFT

PRELIMINARY REPORT

LANGUAGE AND LITERACY LEARNING IN BILINGUAL INSTRUCTION

(NIE-~~X~~-80-~~0026~~)
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DESCRIPTIVE STUDIES - ASIAN, SPANISH, NAVAJO

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SEPTEMBER 30, 1982

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Preliminary Report

LANGUAGE AND LITERACY LEARNING IN BILINGUAL INSTRUCTION

(NIE-R-80-00~~86~~43)

Descriptive Studies - Asian, Spanish, Navajo

Prepared by

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DIVISION OF LANGUAGE AND LITERACY
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INTRODUCTION

Congress and the courts have mandated that instruction in the public schools take into account student's language abilities. Educators have responded to these mandates and are seeking knowledge of instructional practices that will foster acquisition of English language skills in students who speak little or no English so that these students can eventually function in English-speaking classrooms. Research to date, mainly from areas outside the United States, suggests that the acquisition of a second language may best be achieved by continued development of the student's first language, including initial instruction and literacy training in that language. However, a dearth of United States-based research on bilingual instruction and learning leaves educators and policy makers with little empirical evidence to help guide educational programs for language minority students who enter U.S. schools with limited English language skills.

Recognizing the need for a national research program for bilingual education, Title VII, Part C, of the Education Amendments of 1978 called for a coordinated research agenda to be developed. Explicit authority and responsibility for implementing and carrying out such a program of research was given to the Commissioner of Education and the Director of the National Institute of Education. In response to this legislative mandate, the Education Division of the Department of Health, Education, and Welfare organized an interagency committee known as the Part C Coordinating Committee for Bilingual Education. This committee drew up a research agenda whose component studies were organized around three concerns: (1) assessment of national needs for bilingual education; (2) improvement in the effectiveness of services for students; and (3) improvement in Title VII program manage-

ment and operations. Subsequently, requests for proposals to carry out these studies were issued by the National Institute of Education. Included in the mandated studies related to improving service effectiveness (#2 above) were a cluster of studies which were intended to provide information about bilingual instructional practices that could be used in designing better educational programs for students of limited English-speaking ability. The major study is a descriptive study which identifies significant bilingual instructional features and their outcomes. Three special studies, intended as complementary to the major study, provide information to help educators and policy planners understand how bilingual instructional practices operate and how these are related to student and program outcomes. The research discussed in this document is a set of descriptive studies of services delivered to language-minority students in selected districts and is a major component of one of the special studies.

Special Study: Language and Literacy Learning in Bilingual Instruction

In the Fall of 1980, the Southwest Educational Development Laboratory (SEDL), under contract with the National Institute of Education (NIE-R-80-0026) implemented the preliminary phase of a three-year study designed to examine the relationship between first- and second-language and literacy acquisition in light of instructional practices experienced by students.

A major focus of the study is the development of literacy skills, which are broadly defined to include school-related language forms as well as reading and writing. The goal of the study is to describe and document some of the variation that exists in language and literacy instruction in bilingual programs and to examine the effects of that instruction on the acquisition of school-related language skills by children who enter school with differing language skills and who speak different languages. Children

in selected bilingual programs which serve populations that speak Spanish, Cantonese, and Navajo were originally selected as the focus of the study. However, the results of the preparatory work carried out in Year One indicated that, since type of program offering for limited English-speaking students showed little variation within the districts selected (except for the Cantonese site), the goals of the study could best be met by concentrating on a one-site study of language and literacy learning and by carrying out an expanded study of services delivered to language minority students in all three of the sites originally selected for the study. In keeping with the joint concerns of NIE and SEDL staff that the most efficient use be made of the resources available and that the study yield results for assisting in guiding policy decisions relative to the improvement of services to children of limited English-speaking ability, a technical redirection was agreed upon at the end of Year One by the funding agency (NIE) and the contracting agency (SEDL). Thus, two strands of research have emerged and have been carried out by SEDL in the study entitled "Language and Literacy Learning in Bilingual Instruction."

One strand of the research has been carried out in only the Cantonese site and has been guided by the following questions:

1. What bilingual instructional practices best foster the acquisition and development of school-related language skills in the second language of bilingual students?

2. What student language characteristics interact with bilingual instructional practices to affect acquisition of language skills?

The results of this strand of the research are reported in a separate document.

The second strand of the research is a descriptive study of services delivered to language minority students within the three sites (Asian,

Spanish, Navajo) originally selected for inclusion in the Language and Literacy Learning in Bilingual Instruction study. The descriptive study at each of the sites has as its goal to provide information, in a historical context, about the nature and extent of services provided for language minority students within the district. The study consists of three components: (1) demographic data and historical context of the present program, (2) information about current student population and instructional practices, and (3) information about program evaluation and student outcomes. The following questions have guided the descriptive study at each of the sites:

1. What are the general characteristics of the region and population served by the school district?

2. What are the characteristics of the services presently provided by the district to students of no or limited English-speaking ability (NES/LES)?

3. What changes have occurred in type of services delivered by the district to language minority students? What has influenced those changes?

4. What level of academic achievement do students, currently enrolled in the schools and who have participated in the district's program for limited English speakers, obtain as measured by standardized achievement tests?

The remainder of this document presents (1) the procedures used in the conduct of the research, (2) a narrative description of services delivered at each of the sites, (3) a synopsis of the study at each of the sites, and (4) an interpretative summary of the findings across sites.

PROCEDURES

The general approach used in the conduct of the research has been first to generate a comprehensive list of topics and questions which were anticipated to be relevant to understanding and describing (1) the services delivered to language minority students within a school district and (2) the conditions and events that gave rise to such services. Next, four research questions were formulated to guide the study. These are stated in the Introduction to this document.

Information already collected relevant to site selection for the first year of the "Language and Literacy Learning in Bilingual Instruction" study was then reviewed, and areas were noted where additional information was needed to address the research questions for the descriptive strand of the research. Date requirements, sources, and method of collection were then specified to obtain the additional information. These are summarized in Table 1.

Data collection followed a similar pattern at each of the sites. However, the design of the study and the nature of the data sources varied among the sites. These are discussed below in sections relative to each site. Nonetheless, in general, data collection included the following:

1. Pertinent school documents were obtained and reviewed.
2. Interviews were conducted with school administrators, supervisory personnel, teachers, paraprofessionals, parents, and community advisory board members.
3. The programs were observed in the schools, and representative classrooms were visited. Formal observations were carried out in a limited number of classrooms in the Asian and Spanish sites.
4. School records were examined to compile summary data in cases where such data were not available in school documents.

Table 1
Data Requirements, Source, and Method of Collection
for the Descriptive Studies

Data Requirements	Data Source	Method of Collection
I. Demographic Data and Historical Context of Present Program:		
1. General Description of the region and population served by the district, size of district, distinguishing features	School documents Administrative personnel Parents	Collect and review Interview Interview (limited to those conducted in Year I)
2. Educational practices in previous years	School documents Administrative personnel Supervisory personnel Teachers	Collect and review Interview Interview Interview (limited to those conducted in Year I)
3. Changes in services available to LEP students in recent years. When? What influenced the changes?	School documents Administrative personnel Supervisory personnel Advisory Board	Collect and review Interview Interview Interview
II. Information About Current Student Population and Instructional Practices:		
1. Characteristics of student population		
A. Number of language groups served and their concentration in various schools	School documents School records	Collect and review Examine
B. Birthplace of students (primarily native-born or immigrant)	School documents School records Parents	Collect and review Examine Interview (limited to those conducted in Year I)
C. Mobility of the population	School documents Administrative personnel	Collect and review Interview
D. Socioeconomic status of group	School documents Administrative personnel	Collect and review Interview
2. Description of educational services available to language minority students		
A. Organization for introduction at the district and school levels	School documents Administrative personnel School principal	Collect and review Interview Interview
B. Language services provided (1) How is English taught	School documents Supervisory personnel Teachers	Collect and review Interview Interview/Observations

Data Requirements	Data Source	Method of Collection
(2) Service available to develop or utilize L1 skills	School documents	Collect and review
	Supervisory personnel	Interview
	Teachers	Interview/Observations
(3) How are students identified for special language assistance	School documents	Collect and review
	Supervisory personnel	Interview
	Principals	Interview
	School records	Examine
Extent to which proficiency in the home language is measured and considered in program placement	School documents	Collect and review
	Supervisory personnel	Interview
	Principal	Interview
	Special/Bilingual teachers	Interview
(5) How language proficiency is measured in English and the home language	School documents	Collect and review
	Supervisory personnel	Interview
	Principal	Interview
	Special/Bilingual teachers	Interview
(6) Exit (end of service) criteria and procedures	School documents	Collect and review
	Supervisory personnel	Interview
	Principal	Interview
	Special/Bilingual teachers	Interview
	School records	Examine
(7) Goals of Special language program	School documents	Collect and review
	Administrative personnel	Interview
	Supervisory personnel	Interview
	Principal	Interview
	Teachers	Interview
	Parents	Interview (limited to those conducted in Year I)
	Advisory Board	Interview
(8) The range of instructional approaches considered in developing the Special language program	Administrative personnel	Interview
	Supervisory personnel	Interview
	Principal	Interview
	Special/Bilingual teachers	Interview
(9) Description of instructional model	School documents	Collect and review
	Administrative personnel	Interview
	Supervisory personnel	Interview
	Principal	Interview
	Teachers	Interview/Observation
(10) Extent of latitude permitted in carrying out the adopted model of instruction	Supervisory personnel	Interview
	Principal	Interview
	Teachers	Interview/Observation

Data Requirements	Data Source	Method of Collection
C. Other educational services		
(1) Provisions made to assure academic progress in content areas		
a. bilingual education	School documents	Collect and review
	Administrative personnel	Interview
	Supervisory personnel	Interview
	Principal	Interview
	Special/Bilingual teachers	Interview/Observation
b. Compensatory education services	School documents	Collect and review
	Administrative personnel	Interview
	Supervisory personnel	Interview
	Special program personnel	Interview/Observation (limited)
c. Special education services	School documents	Collect and review
	Administrative personnel	Interview
	Supervisory personnel	Interview
	Special personnal	Interview
	School records	Examine
d. Special or different services provided for immigrant populations compared to native-born	School documents	Collect and review
	Advisory Personnel	Interview
	Supervisory Personnel	Interview
	Special/Bilingual teachers	Interview/Observation
D. Availability of Appropriate materials	Supervisory personnel	Interview
	Principal	Interview
	Special/Bilingual teachers	Interview/Observation
E. Personnel	School documents	Collect and review
	Administrative personnel	Interview
	Supervisory personnel	Interview
	Mid-management personnel	Interview
	Special/Bilingual teachers	Interview
	Paraprofessionals	Interview
F. Finance		
(1) Funding source	School documents	Collect and review
	Administrative personnel	Interview
(2) Distribution and use of special funds	School documents	Collect and review
	Administrative personnel	Interview
	Supervisory personnel	Interview
	Principal	Interview

III. Information About Program Evaluation and Student Outcomes

Data Requirements	Data Source	Method of Collection
1. Frequency and type of program evaluation	School documents Administrative personnel Evaluators	Collect and review Interview Interview
2. Extent to which program evaluations are used to modify program design and kinds of modifications made	Administrative personnel Evaluators Supervisory personnel Principals	Interview Interview Interview Interview
3. Length of stay of students in bilingual programs and/or duration of special language assistance/instruction	School documents Administrative personnel Supervisory personnel Principals School records	Collect and review Interview Interview Interview Examine
4. Match between services as administratively described and actually delivered within the school and classroom	School documents Administrative personnel Supervisory personnel Principals Special/Bilingual teachers Students	Collect and review Interview Interview Interview Interview/Observation Interview (limited to those conducted in Year I)
5. Proportion of students who achieve grade level in English reading and math after receiving different types of special services for varying numbers of years and for different initial English language levels	School documents School records 1. Enrollment data 2. Entry and exit language scores 3. Program assignment 4. Standardized test scores	Collect and review Examine

Data were analyzed and summarized. Draft reports were prepared and were submitted to school personnel and advisory board members, established in each of the sites, for the purpose of providing to the project feedback relative to the accuracy and completeness of the reports. The reports were revised as necessary; these revisions are reflected in the present draft of the report. Responsibility for data collection and preparation of the present draft of the report specific to each of the sites was assigned to individual project staff as follows: Asian site - Dr. Betty J. Mace-Matluck; Spanish site - Dr. Domingo Domínguez; Navajo site - Dr. Wayne Holtzman, Jr. Lastly, the project staff worked collaboratively to summarize and interpret the findings across the sites.

A. Asian Site

1. Sample

During the first year of the study much information was gathered about the school district's past and present programs for language minority students and about the region and population served by the district. Specific information was gathered about six schools in which two-thirds of the total Cantonese-speaking student population was enrolled. Those six schools (Schools A, B, C, D, E, F) represent the full range of services offered within the district for NES/LES students of that language group (i.e., Regular Bilingual programs, Newcomer Centers, paired and triad schools in which bussing for desegregation occurs, Early Childhood Education school). In addition, one of the schools (School F) contains a Newcomer Center which serves Laotian and Cambodian students as well as Cantonese-speaking Vietnamese students. To round out the picture of services provided to the District's largest Asian groups, we added the following schools: (1) School G - Orientation Center where newly-arrived students spend six weeks to one semester prior to being placed in other programs serving language minority students; (2) School H - Newcomer Center with high concentrations of Vietnamese, Laotian, and Cambodian students; (3) School I - ESL Center for Laotian and Cambodian students; and (4) School J - a Regular Bilingual program serving primarily Asian students (mostly Vietnamese) which represents a low concentration of language minority students within that school's population. The total sample comprised 10 of the District's 23 elementary schools which offer special services for all language minority students. The sample of schools is shown in Table 2.

The number and distribution of school personnel interviewed and classrooms observed is shown in Table 3 as is the number of parents and students

Table 2
Sample of Schools for the Descriptive Study of Services Provided to Language Minority Students - Asian Site

School	Type of Service	Primary Language Group	Concentration of NES/LES Students*	Bussing
School A	R Center	Chinese	High	Yes
School B	R Center	Chinese	Low	Yes
School C	R Center	Chinese	Low	Yes
School D	R Center (Early Childhood)	Chinese & Other Asian	High	Yes
School E	R Center	Chinese & Other Asian	High	No
School F	Newcomer Center, R Center	Chinese & Other Asian	Medium	Yes
School G	Orientation Center	Asian and Other	High	Yes
School H	Newcomer Center	Vietnamese, Laotian and Cambodian	High	Yes
School I	ESL Center	Laotian and Cambodian	Low	Yes
School J	R Center	Vietnamese & Other Asian	Low	Yes

*Concentration within total school population.

Table 3
Number and Distribution of School Personnel, Parents, and Students in The Descriptive Study of Services Provided - Asian Site

School	Grades	Special Teachers	Classroom Teacher	Adm./Sup. Personnel	Parent/Student	Totals
School A	4-6	1	13	1	55	70
School B	K-3	1	2	1	4	8
School C	K-3	1	3	1	9	14
School D	K-2	1	1	1	4	7
School E	K-6	2	11	1	52	66
School F	K-6	5	12	1	34	52
School G	K-12	3	0	1	0	4
School H	K-6	3	3	1	0	7
School I	K-6	2	3	1	0	5
School J	K-6	2	3	1	0	6
TOTALS		20	51	10	158	239

interviewed. In addition to those shown in Table 3, other district personnel and community representatives were interviewed as follows:

- Coordinator, Bilingual Programs
- Assistant Coordinator, Bilingual Programs
- Project Director, ESEA Title VII, Newcomer Center Project, Bilingual Desegregation Project
- Chairperson, Bilingual Programs Assessment Committee
- District Evaluators (2)
- Title VII Evaluator
- Advisory Board Members (2)

2. Instrumentation

All interviews were conducted face-to-face, using an interview outline containing open-ended questions. Follow-up telephone calls were made as needed to clarify or to obtain additional information. Except for the parent and student interviews (which were conducted by two bilingual speakers from the Chinese community), all interviews were conducted by the SEDL staff member responsible for the data collection in that site. Copies of the interview(s) outline are included in Appendix A, as are copies of the parent and student interview forms.

Field notes taken by the SEDL staff member who visited the classes were the primary source of data for certain of the classroom observations. Formal observations, using the Reading and Mathematics Observation System, RAMOS, were conducted in selected regular and special classes in Schools A-F. These were conducted by a bilingual data collector trained by SEDL staff. The RAMOS system is a method of recording events occurring within the elementary classroom. It provides real-time documentation of classroom instruction and is designed to answer the following questions about classroom

activities:

a. What is the organizational structure of the classroom?

b. Who is doing the instructing, and how?

c. What is the content of the instruction?

d. What is the response of the students to the instruction?

RAMOS observations of approximately one hour each were conducted in the Reading or Language Arts periods of the regular classrooms and in the ESL and bilingual support instructional periods of the special classes.

School records and school documents were reviewed by the SEDL staff member who was responsible for data collection in the Asian site.

3. Data Analysis

All interview forms, except those of the parents and students, were first perused, and responses to each item were categorized and tallied to determine the range of responses and frequency of each type. Parent interviews were subjected to condescriptive analysis using the SPSS package. Analysis procedures for this data set, as well as a summary statistics and findings, are discussed in greater detail in the analytic study of the Asian site in a paper previously submitted to NIE (Mace-Matluck, Hoover, Lu, & Dong, 1982).[1]

Formal observation data (RAMOS) were subjected to statistical analyses that yielded summary measures for each teacher and various subsets of teachers for each of the various categories of RAMOS. First, SEDL staff checked the coding of the RAMOS Event Forms completed by the field observer, the raw protocols were put on computer permanent files, and the alphanumeric

[1]Mace-Matluck, B. J., Hoover, W., Lu, J. Y., & Dong. D. Language and literacy in bilingual instruction. Paper presented at the annual conference of the National Association for Asian and Pacific American Education, Seattle, WA, April 22-24, 1982.

codes were transformed into ordinal numeric codes. Scales were then derived for each of the RAMOS categories as outlined below:

a. Classification: level of instructor's formal training (from minimal to substantial).

b. Role: level of instruction provided (from non-instructional to direct instruction).

c. Subject matter: amount of reading required by the subject being taught (from minimal to substantial).

d. Instructional Focus: level of language usage demanded by the task (from minimal to substantial).

e. Language of Instruction: level of English usage by the instructor (from all home language to all English).

f. Materials: level of text usage (from non-text to text materials).

g. Activity/Task: level of formal language demands (from minimal to substantial).

h. Productivity: level of students' productivity during the activity/task (from low to high).

i. Noise: level of noise occurring during the activity/task (from low to high).

The raw RAMOS computer files were next "rectified" by a computer program that generated a line of digits for every minute of the observation period which reflects the codes in effect during each minute for each of the RAMOS categories. Thus, the raw RAMOS protocols which are filled in whenever a change in a RAMOS category occurs for a given group are expanded by the program to reflect the minute-by-minute record of the groups under observation. The final measures are based on a weighting of each RAMOS category according to the number of students involved in the instruction being described.

Field notes on the classroom visitations were summarized to provide a statement characterizing instruction in the classes visited. It should be

kept in mind that the primary purpose of the classroom observations and visitations was to verify the extent to which the services as administratively described were in fact being delivered and to assist in describing in a general way the services provided within the classroom.

B. Spanish Site

1. Sample

El Paso ISD has 50 elementary schools that serve language minority students. These schools are classified as Priority I (95% Hispanis students), Priority II (65%-95% Hispanis students), and Priority III (32%-65% Hispanic students). In order to have variation, we selected classrooms from all three types of schools. It is important to note that certain schools (i.e., Clardy and Henderson, and Lee and Magoffin) are companion schools.

As shown in Table 4, we interviewed a total of 19 classroom teachers and 14 support staff. In addition to the teachers and support staff, we also interviewed the principals at each of the schools and three noninstructional members of the Bilingual and Title I programs.

2. Instrumentation

The design of the study called for verification of instructional services through the use of formal observations, face-to-face interviews with teachers, principals, and program administrators, and a review of school district records and documents. At the Spanish site, we conducted formal observations in selected classrooms using the RAMOS (Reading and Mathematics Observation System). This instrument is described in the preceding section on the Asian site. For the purpose of this study we were particularly interested in verifying the language of instruction, and the type of service the students were receiving.

The main intent of the face-to-face interviews was to gather information on a variety of relevant topics including entry/exit criteria, program goals, extent of latitude in modifying the program, availability of materials, and the match between services as administratively described and actually delivered. Prior to conducting the interviews, we developed an interview

Table 4
Distribution of Bilingual Teachers and Support Staff
by Grade and Schools

	Teachers					Support Staff*	Total
	K	1	2	3	4	All Grades	
PRIORITY I							
Clardy (K-4)		1(B)	1(b)	1(b)		2(T)	5
Henderson (5-9)						3(T)	3
Crockett (K-8)			2(B)		1(B)	1(S), 3(T), 1(E)	8
PRIORITY II							
Mesita		1(b)	1(B)		2(S)	1(R)	5
Lee		1(B)	1(B)	1(B)		1(T)	4
Magoffin						1(T)	1
PRIORITY III							
Newman (K-6)		1(B)	1(B)	1(B)	1(S)		4
Park (K-6)			1(B)		1(S)	1(R)	3
TOTAL		4	7	3	5	14	33

*B = Bilingual
T = Title I
E = ESL
R = Resource
S = Spanish

outline which contained open-ended questions, to assist in guiding the interview. The interview outlines are included in Appendix A.

3. Data Analysis

The main task of the data analysis was to examine and summarize the information collected tnrough the interviews, document review, and formal observations. In analyzing the data we were compiling descriptive information relative to each of the research questions and were examining the information for congruence across the various sources.

C. Navajo Site

1. Sample

Much of the data needed for the descriptive study of services in the two schools (districts) in the Navajo site were collected in Year I as a part of the site selection process for the "Language and Literacy Learning in Bilingual Instruction" study. In Year II some additional data were collected and further observation was carried out in the schools and classrooms. This included some further interviewing of teachers and administrative personnel, as well as a member of the Community Advisory Board and a community liaison person.

In School #1, a Contract school, there is one teacher per grade level. All teachers in grades K-6 were interviewed as were four aides, and visitations were carried out in each of those classrooms. School #2, a Boarding school, has one teacher for each two grade levels. Four teachers who teach grades one through eight were interviewed as were three aides, and visitations were carried out in each of those classrooms. Number and distribution of teachers, aides, administrative and supervisory personnel, and parents interviewed are shown in Table 5.

2. Instrumentation

All interviews were conducted face-to-face, using an interview outline containing open-ended questions. Follow-up calls were made as needed to clarify or to obtain additional information. All interviews were conducted by the SEDL staff member responsible for the data collection at that site. Copies of the interview(s) outline are included in Appendix A.

Field notes taken by the SEDL staff member who visited the classes were the primary source of data for classroom observations. School records and documents were reviewed by the SEDL staff member who was responsible for data collection in the Navajo site.

Table 5
Number and Distribution of Teachers, Aides, Administrative and Supervisory Personnel and Parents in the Sample for the Descriptive Study of Services Provided - Navajo Site

School	Grades	Teachers	Adm. & Sup. Personnel	Parents	Total
School #1	K-6	11	3	3	17
School #2	K-8	7	2	2	11
Total		18	5	5	28

3. Data Analysis

All interview forms were first perused, and responses to each item were categorized and tallied to determine the range and frequency of each type. Field notes on the classroom visitations were summarized to provide a statement characterizing the instruction observed in those classes.

DESCRIPTION OF SERVICES - ASIAN SITE

I. DEMOGRAPHIC DATA AND HISTORICAL CONTEXT OF PRESENT PROGRAM

A. General Description of the Region and Population Served by the District, Size of the District, and Distinguishing Features

Westwood, USA, is a large west coast port city which serves as the entry point each year for a large number of immigrants from various parts of the world, particularly from Asia and the Pacific Islands. Historically, the city has been composed of a multiethnic population, with identifiable communities representing a wide range of ethnic groups (e.g., Anglo, Black, Chinese, German, Italian, Hispanic, Japanese, Jewish, Filipino, Scandinavian). Over the years it has not been uncommon to find, in any given year, some 30 to 40 different language groups identified within the school population. Beginning with major changes in the immigration laws in the late 1960s and continuing more recently with the admission to the United States of large numbers of war refugees from Southeast Asia, the ethnic population of the city has changed dramatically. This is due in great part to an influx over the past two decades of new arrivals from Asia (Hong Kong, Mainland China, Korea, Southeast Asia) and the Pacific Islands (Philippines, Samoa).

The Westwood School District is the public school district for the City of Westwood. It encompasses 81.72 square miles and serves a population of approximately 50,000 students, with a trend toward declining enrollment. In 1979 the district owned and operated 112 school sites: 12 high schools, 16 middle and junior high schools, 1 special education school, 77 elementary schools, and 6 alternative schools. However, declining enrollment has resulted in the closing of 10 elementary schools to date. Nonetheless, growth in new students from non-English language backgrounds has been significant. The ethnic student distribution over a recent four-year period is shown in Table 6.

Table 6

Ethnic Student Distribution by Number and Percentage, 1977 through 1980

Ethnic Categories	1977	1978	1979	1980	1981
Black	10,788 - 18.3%	10,699 - 19.3%	10,365 - 20.6%	10,309 - 21.0%	10,357 - 22.1%
Asian	5,608 - 9.5%	5,486 - 10.8%	6,025 - 11.9%	7,105 - 15.0%	8,334 - 17.8%
Hispanic	2,144 - 3.6%	2,131 - 3.9%	2,130 - 4.2%	2,023 - 4.0%	1,972 - 4.2%
American Indian	1,649 - 2.8%	1,580 - 2.9%	1,581 - 3.1%	1,412 - 3.0%	1,322 - 2.8%
Caucasian	38,736 - 65.8%	33,629 - 62.6%	30,389 - 60.2%	27,700 - 57.0%	24,938 - 53.1%
TOTAL	58,925	53,885	50.490	48,549	46,923

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In 1976, students from non-English language backgrounds comprised 4.2% of the total district enrollment. By 1980 this population had increased to 12.8%. In 1981, approximately 15% of the student population (N = 7,396) reported that a language other than English was spoken in the home. Of the 7,396, approximately 45% (N = 3,335) were of limited English-speaking ability. In the 1981-1982 school year, new students of no or limited English-speaking ability (NES/LES) were enrolling in the district at the rate of 80 to 90 students per month. If this trend continues, the enrollment of NES/LES students will double by 1984. Table 7 documents the dramatic growth within the Westwood Public Schools of its NES/LES student population (broken down by fluency categories) especially within the last three consecutive school years.

More than 80 different languages and dialects are now spoken by the student population of the Westwood School District. However, NES/LES students presently are concentrated in nine major groups. The majority of these are Asian and are primarily Indochinese refugees. A comparative distribution of NES/LES students enrolled in the Westwood schools in March 1980 and March 1981, as shown in Table 8, demonstrates the dramatic growth of Asian students entering the schools within recent years.

Located in the central area of the city, bordering the financial district on the south, is a small but vibrant international district which has existed since the turn of the century. The area abounds with small grocery stores, restaurants, and gift shops in which Asian languages are spoken and which provide foods and products traditionally associated with Asian populations. The district also includes an international branch of a major banking system, a branch post office, and a community meeting hall which, as a part of its function, houses and operates a school that provides Chinese language and literacy instruction for community residents in the late afternoon, evenings, and on weekends.

Table 7

Total Numbers of NES/LES Students by Fluency Categories (A, B, C, D, & E)*
From 1976-77 to 1981-82

Year	Fluency A & B NES/LES	Fluency C. D. E.	Total	Gain Per Year
1976-1977	1,086	4,125	5,212	
1977-1978	1,465	3,311	5,276	64
1978-1979	1,749	3,513	5,262	-14
1979-1980	2,435	3,905	6,340	1,078
1980-1981	3,335	4,061	7,396	1,056
1981-1982	3,988	4,133	8,116	720 Projected Data

*Fluency categories are based on the District's Lau Plan and are interpreted as follows:

Categories A & B: Dominant in a Non-English Language

Categories C - E: Bilingual in English and Another Language, or English Dominant

Table 8

A Comparative Language Group Distribution of NES/LES Students Served - March 1, 1980 and March 1, 1981

		March 1, 1980	March 1, 1981	Net Change
	Chinese *	559	747	+188
	Philippine Languages	226	212	- 14
	Korean	182	173	- 9
	Spanish	99	146	+ 47
	Japanese	82	73	- 9
	Samoan	92	58	- 34
Indo-Chinese	Vietnamese	448	685	+237
Indo-Chinese	Lao/Hmong/Mien	240	791	+551
Indo-Chinese	Cambodian	86	175	+ 89
	Other	235	188	- 47
	TOTAL	2,249	3,248	999

*Approximately 250 students are Vietnamese refugees.

The majority (approximately 60%) of the non-English-dominant students in the Westwood schools lives in the predominantly minority-impacted central and southeastern parts of the city, and many live in close proximity to the international district.

Television in English is widely available in all communities of Westwood. In addition, television programs in Cantonese are available in the form of video tapes that can be rented locally. Also clubs have been formed which provide the Chinese families with video tapes in Cantonese on a regular basis. Some 20% to 30% of the Cantonese-speaking families in Westwood are reported to make use of these video tapes (Mace-Matluck, Hoover, Lu, & Dong, 1982).[1] A local public service radio station has for the past three years provided public service programs (e.g., news reports, discussions of community issues, drama, ethnic music) in Cantonese. At present, one to one and a half hours per day is devoted to such programs, with much of the programming aimed at adult listeners. Both daily and weekly newspapers in English and Chinese are available in Westwood. Chinese language newspapers are distributed primarily in the international district. Until recently there was no Chinese language newspaper published locally. Such papers were either published overseas or printed in other American coastal cities with larger Chinese populations. Within the last year, however, a weekly newspaper in Chinese has been published locally. Books and magazines, printed in Chinese, are widely available in the shops and stores in the international district.

B. Educational Practices in Previous Years; Changes in Services Available in Recent Years

Prior to 1970, no special services for limited English-proficient students was authorized by district policy or funding categories. Children of limited English-speaking ability attended their neighborhood schools and were enrolled in the regular mainstream classes taught in English.

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[1]Mace-Matluck, B.J., et al., Language and literacy in bilingual instruction.

The first bilingual program in the Westwood School District, in the form of English-as-a-Second Language (ESL) classes, was implemented in 1970 in one high school in the southeastern part of the city. Funding assistance for this initial program effort was provided by Title I sources. The student population served by this program was predominantly Chinese and Philippine Island origins. The offerings consisted of one hour of regularly-scheduled ESL instruction.

In 1971, the program was expanded to include four additional ESL itinerant teachers and a program coordinator. This staff provided service to approximately 200 students of an eligible population of approximately 900 students. In the elementary school, itinerant teachers provided 30 minutes of ESL instruction daily to pull-out groups of eight to ten students. At the secondary level, the ESL classes conformed to the regular school schedule of 45 to 60 minutes daily, and with the exception of the program in the one high school the previous year, these classes were also taught by itinerant teachers who served two or more schools.

In 1972, the program staff was increased to eight ESL teachers. In 1973, State URRD program and Model City program funding allowed the program staff to expand to 20. It was at this time that the first Cantonese/English dual language program was begun in one elementary school. This program component is discussed in greater detail below. In 1974, with receipt of Title VII ESEA funding, program staff increased to 30, and modest beginnings were made to include instruction in the home language (e.g., Cantonese, Mandarin, Ilokano, Tagalog, Spanish) in other schools where staff was available along with special ESL instruction. Throughout the 1971-1975 period, bilingual program operations were expanded in order to provide ESL and bilingual assistance to Westwood's traditional Asian immigrant population, i.e., primarily

Chinese and Philippine Island origin students. These were students with generally normal educational experience and background in their country of origin.

In late 1975, the nature of students requiring language assistance, both in numbers and as regards the educational background of many new arrivals, began to change dramatically. The fall of Saigon in 1975 resulted in a large influx of students from Vietnam many of whom had missed long periods of schooling. By the 1976 school year, the interaction of the increased number of students eligible for language assistance and the effects of the district's Lau Compliance Plan (which was accepted by the Office for Civil Rights in the summer of 1975) resulted in a Bilingual Program staff of 60 educators. From 1976 to 1978, the increased flow of students continued. In 1979, this flow was further increased due to the exodus of Laotian and Cambodian people. Students from this group had also experienced interrupted schooling. The result has been a rapidly increasing population eligible for, and requiring provision of, Bilingual Program services under the terms of the district's Lau Compliance agreement. For the 1980-1981 school year, 100 certificated staff and 63 classified staff were employed to administer, support and provide instructional services to a bilingual student population of 2,416 students. In June of 1982, some 3,300 students were receiving services from the Bilingual Program staff. The rapid growth of bilingual programs has had, and will continue to have, significant impact on other district programs and operations. For example, the addition of large numbers of racial minority bilingual students per year has had a significant impact on the district's desegregation efforts, and in turn, the implementation of Westwood's Desegregation Plan has had considerable impact on the nature and organization of the district's Bilingual Program since the 1978-1979 school year.

The Westwood Desegregation Plan was conceived and developed as a two-phase, two-year implementation plan to desegregate racially imbalanced schools during the 1978-1979 and 1979-1980 school years. Phase I (1978-1979) introduced (1) paired and triaded elementary schools, (2) fixed student assignments, and (3) voluntary educational program options to promote student movement; Phase II (1979-1980) continued to utilize and readjust these student movement strategies and provided for further readjustment in the years to come to eliminate any remaining racial imbalance within the participating schools or within any new school which may have become racially imbalanced. The Desegregation Plan had its first full year of total implementation and operation in the 1980-1981 school year. At that point some 23,659 students were moved for desegregation purposes with an expected increase in movement of an additional 1,632 students the following year.

With the implementation of the Desegregation Plan, reorganization of the existing Bilingual Program occurred, and concomitant with that reorganization, the nature of the population to be served was also undergoing change. Thus programs in existence prior to the reorganization may be viewed as "past programs" with those implemented since that time being representative of "current programs."

In summary, special language programs serving NES/LES students during the period of 1970-1978 consisted of ESL instruction delivered by bilingual program staff on a regular schedule in the home schools of the students, with modest beginning toward the use of the home language in instruction in schools where qualified staff was available. In addition, a Cantonese/English dual language program was implemented and operationalized in one elementary school. Following is a description of that program.

Cantonese/English Dual Language Program

Year One: 1973-1974

In December 1973, a Cantonese/English dual-language program was implemented in School A which supplemented the existing ESL program in that building. The dual-language program was supported entirely through state (URRD) and local funds. The staff consisted of one certified bilingual teacher and two bilingual instructional assistants. All of the children in kindergarten and grade one were involved in one or more of the components of the program. The program consisted of the following:

1. Cultural component: One to one and one half hours per week; all children in K and 1 were involved (approximately 100 students). In this component, the children learned about Chinese customs, Chinese food, Chinese music, folklore, etc. The students in this component represented the ethnic makeup of the school, thus included in the class were Chinese, Black, Anglo, Spanish, Japanese, Filipino, and Korean children.

2. Oral language development of Cantonese (L1 and L2): Forty-seven percent of the children took spoken Cantonese as either a first or second language; 95% of those children were monolingual Chinese speakers (mostly Cantonese or Toishanese); some monolingual speakers of non-Chinese languages were enrolled (e.g., English, Korean, Japanese, Tagalo, Ilokano).

3. English-as-a-Second Language: These were classes for children of limited English-speaking ability, 95% of whom were Chinese ethnic.

The cultural component consisted of a full class presentation to all grade level units each week and was usually scheduled for one to one and one half hours. The bilingual staff and community members served in the primary instructional roles.

The Cantonese oral language classes were scheduled for 15 minutes each day for the kindergarten children and for 25 minutes per day for first graders. The primary emphasis was on developing oral fluency and on vocabulary enrichment in the first language (L1) classes. The second language (L2) classes attempted to introduce the children to the sound system of

Cantonese and to a limited number of basic structures. In both L1 and L2 classes, a few Chinese characters were introduced. The children learned to recognize them and to write them. The primary materials consisted of flash cards and illustrations.

The ESL classes were taught by the bilingual staff and consisted of pull-out classes which were scheduled for 30 minutes per day. The students were grouped by ability. The goal of the classes was to assist the children in learning spoken English.

Year Two: 1974-1975

In the Fall of 1974 the program was expanded to include children in kindergarten through grade three. At that point some 216 students were included in the program (36% Chinese, 64% non-Chinese). The program content and format were similar to those of the previous year, but some changes were made in time allocations.

1. Cultural component: All children K-3 (214 students) participated in the cultural component. The presentations were scheduled for one hour per week for each of the grade level units. Two students were excluded at the parents' request.

2. Cantonese language classes: One hundred and forty children were enrolled; of these 68 were Chinese. The classes were scheduled for 30 minutes per day. The first-language classes were designated as beginning, intermediate, or advanced. In the beginning and intermediate classes, the children could recognize and write some Chinese characters. In the advanced classes, some children could read sentences. Third grade classes used a Chinese reader. Other grade levels used flash cards, ditto materials, and the chalkboard. All children in the advanced classes received systematic writing instruction. Second language classes continued to focus on the sound system of Cantonese and basic structures of the language.

3. ESL classes: Children in kindergarten through grade three who were limited in their ability to speak English were scheduled for 30 minutes per day of English language development with the bilingual program staff.

During the second year, a concerted effort was made to acquire and/or develop appropriate materials for the expanding grade levels. An artist/

illustrator was hired and the bilingual teachers worked during the summer developing materials. The Golden Mountain Series, a Chinese language arts textbook series developed in the San Francisco Unified School District, was purchased. Various materials used in the schools in Hong Kong were purchased and were adapted by the bilingual staff for use in the school's bilingual program.

Year Three: 1975-1976

The program was expanded in Year Three to include grade four. All students in kindergarten through grade four participated in the cultural component of the program; the Cantonese language classes and ESL program involved 173 students, 48% of whom were Chinese and 52% non-Chinese. The content of the program and the time allotments were similar to those of Year Two. Children in the fourth grade continued reading instruction in the Chinese reading series which they had begun the year before. Children in grade three, as did third graders the year before, began reading instruction in the Chinese reading books. Reading and writing instruction in Chinese was provided to all children enrolled in the Cantonese language classes, with content adjusted to the ability of the children at each grade level.

Year Four: 1976-1977

Grade five was added in the fourth year, thus the program that year spanned kindergarten through grade five. Some 155 students were enrolled in the Cantonese language classes and ESL components of the program. The content and format of the program were similar to those of the previous year with curriculum extended to include materials and activities appropriate to the developing abilities of grade five students, many of whom were entering their third year in the program. With the implementation of the district's Lau Compliance Plan in the fall of 1976, children with greatest need were

given first priority in assignment to the program. Thus, the number and nature of the students participating in the program changed somewhat.

An additional instructional component was added during the fourth year. Social studies taught in Cantonese was offered to fourth and fifth grade students who were enrolled in the Cantonese L1 language classes.

Year Five: 1977-1978

The program was expanded to include grade six. At this point, in keeping with the district's Lau Compliance Plan, some major changes took place both in the instructional program and in the staff. The program that year was limited to 150 students of whom 125 were Chinese. There were 92 students enrolled in the Cantonese language arts classes and 39 students enrolled in ESL. Subject matter taught in Cantonese was extended to include both social studies and math. Twenty-four students were enrolled in those classes. The bilingual staff during Year Five included a certified teacher and five instructional assistants.

Year Six: 1978-1979

During Year Six, the school district entered into a program of bussing to achieve desegregation. A system of paired and triaded schools was devised. School A, along with School B and School C, formed one triad. There was three-way bussing of children in grades one through six. Kindergarten children remained in their home schools. School A housed all fourth, fifth, and sixth grade students from the triad schools, as well as kindergarten students from the School A service area. All first through third grade students were housed in School B and School C. A modified bilingual program was continued at School A and was introduced in the other two schools within the triad. At School A, the certificated teacher and one instructional assistant remained to provide ESL instruction to eligible students from all language groups and

to provide bilingual support for the Cantonese-speaking students. The cultural component was retained, but the teaching of Cantonese language arts and formal classes in social studies and math taught in Cantonese were eliminated. Two of the former instructional assistants who had obtained teaching certificates for this year, provided ESL instruction for all NES/LES students and bilingual support for eligible Cantonese-speaking children in the other two schools. While there was some teaching of Cantonese here and there, the primary emphasis of the bilingual program within the three schools was Chinese culture for all students and ESL and bilingual support for NES/LES students.

During the 1978-1979 school year, some 328 students were involved in the bilingual program offerings. At the end of the 1978-1979 school year, the bilingual programs of the district were redefined in light of the passage of a transitional bilingual instruction legislation at the state level in 1979 and a formal policy statement issued by the district in 1979 in keeping with that legislation. The original Cantonese-English Dual Language Program was officially terminated and replaced by the program described in the section on current bilingual programs.

After-School Private Chinese School

A number of children from the Cantonese-English Dual-Language Program described above, as well as children enrolled in other schools bordering the international district, attended the Chinese school sponsored by a local Chinese organization. Children attending this school pay tuition and attend classes for approximately two hours per day between 5:00 and 7:30 p.m. Reading and writing are taught by one or two paid staff and volunteer assistants.

II. INFORMATION ABOUT CURRENT STUDENT POPULATION AND INSTRUCTIONAL PRACTICES

A. Characteristics of Student Population

The Westwood School District serves approximately 50,000 students. The ethnic composition of the current student population is approximately 60% Caucasian; the remaining students, some 40%, are minorities (e.g., Black, Asian, Hispanic, and American Indian). Approximately 15% of the student body, some 8,000 students, come from homes where a language other than English is spoken within the family. Of these, some 3,300 students or 7% are NES/LES students.

More than 80 different languages and dialects are represented within the school population. However, NES/LES students are concentrated in nine major groups. Over three-fourths (approximately 77%) of all bilingual students (fluency categories A-E) are Asians; Asians comprise approximately 90% of the students in fluency categories A and B. Groups with the largest numbers of students in those two categories, as of March 1981, are Lao/Hmong/Mien (791), Chinese (747),[1] Vietnamese (685), Philippine languages (212), Korean (173), Cambodian (175), and other languages (188).

Recent growth in the numbers of fluency categories A and B students is produced primarily by the immigration of Indochinese refugees. Lao/Hmong/Mien, Vietnamese, Chinese, and Cambodian language groups are growing rapidly in those categories, and growth in those language groups is expected to continue at least through the next few years. Conversely, relatively little growth is observed in fluency categories A and B for Spanish language

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[1] A portion of the Vietnamese refugee students speak a Chinese language.

students. The number of category A and B students from Philippine languages, Korean, Samoan, Japanese, and "Other" groups has actually decreased in recent years. Therefore, the focus of this study is on services provided to the largest and most rapidly growing Asian groups in the Westwood School District: Chinese and Indochinese students.

As of January 1982, 42% (1,285) of the NES/LES students receiving service were in the elementary schools (grades K-6); 10% (312) students were in middle/junior high schools; 40% (1,213) were enrolled in the high schools, and the remaining 8% (250) were receiving instruction in an orientation center which serves grades 1 through 12.

The majority of the NES/LES students (60%) live in the predominantly minority impacted central and southeastern areas of the city. However, to achieve integration under the district's desegregation plan, approximately two-thirds of these students are bussed to schools outside of their residence area. The net effect of the present plan of student assignment and program offerings results in some schools having a higher concentration of language minority students than do others. The distribution of students by program sites and languages served is shown in Table 9.

At present, only fluency categories A and B students are eligible for the district's bilingual program services. Virtually all of the Asian students in these categories are foreign born and are either immigrant or refugee children. The population is stable, as opposed to migrant. The general pattern is for the family to move into a particular area of the city and to remain there for an extended period of time.

A relatively large proportion of the bilingual students are from low income families. Almost one half of these students (approximately 43%) are eligible for free and reduced-price lunch as compared to approximately 33%

Table 9

By Building Assignment of NES/LES Students as of January 15, 1982

SCHOOL	No. of Students	Type of Center*	Language Service
Elementary			
School 1	30	R	Vietnamese
School 2	116	R, N	Chinese, Laotian
School 3	55	R	Laotian, Cambodian, Vietnamese
School 4	35	R	Chinese
School 5	86	R, N	Japanese
School 6	60	R	Cambodian, Samoan
School 7	30	R	Vietnamese
School 8	60	R	Vietnamese, Philippine language
School 9	31	R	Chinese
School 10	117	R, N	Laotian, Vietnamese
School 11	55	R	Chinese
School 12	86	R, N	Laotian
School 13	60	R	Chinese, Laotian, Korean
School 14	65	R	Korean, Spanish
School 15	30	R	Chinese
School 16	60	R	Chinese
School 17	60	R	Laotian, Vietnamese
School 18	25	R	Chinese
School 19	56	N	Cambodian, Laotian
School 20	56	N	Laotian
School 21	56	N	Chinese, Vietnamese
School 22	56	N	Cambodian
	1,285 (42%)		
Middle/Junior High			
School 1	30	R	Chinese, Korean
School 2	30	R	Vietnamese
School 3	40	R	Laotian, Cambodian, Vietnamese, Korean, Samoan
School 4	40	R	Chinese, Vietnamese, Korean
School 5	82	R, N	Laotian, Cambodian, Philippine language, Vietnamese
School 6	30	R	Chinese
School 7	60	N	Chinese, Cambodian, Laotian
	312 (10%)		
High School			
School 1	135	R, N	Chinese, Vietnamese, Laotian
School 2	75	R	Chinese, Vietnamese, Philippine language
School 3	60	R	Chinese, Laotian, Vietnamese, Philippine language, Samoan
School 4	108	R, N	Chinese, Laotian, Vietnamese
School 5	110	R, N	Chinese, Laotian, Cambodian, Vietnamese, Korean
School 6	168	R, N	Chinese, Laotian, Vietnamese
School 7	100	R	Chinese, Vietnamese, Spanish
School 8	188	R, N	Vietnamese, Laotian, Chinese, Spanish, Philippine language, Korean, Samoan
School 9	178	R, N	Chinese, Laotian, Cambodian, Vietnamese
School 10	91	R	Chinese, Vietnamese, Philippine language
	1,213 (40%)		

Table 9, page 2

SCHOOL	No. of Students	Type of Center*	Language Service
Orientation Center	250 (8%)		

TOTALS:	Elementary	1,285
	Middle/Junior High	312
	High School	1,213
	Orientation Center	250
		3,060

*R = Regular Bilingual Service Center
N = Newcomer Center

districtwide. Further broken down, over one half of the students in fluency categories A and B are eligible for lunch assistance as compared to 35% of the C-E category students.

B. Description of Educational Services Presently Available to Language Minority Students

1. Organization for instruction - district level

In the 1979-1980 school year, the Westwood School District implemented its present comprehensive service program for NES/LES students. Services are included in the following areas:

a. Registration, placement, and transportation of students
b. Home contact
c. Bilingual/ESL resource center
d. Work-training
e. Language assessment
f. Diagnosis/prescription
g. Inservice training for school personnel
h. Data gathering
i. Tutoring
j. Summer school for NES/LES students
k. Bilingual programs in schools
l. Traffic education program for bilingual students.

The above services are administered through the Bilingual Program Office which is embedded within the school district's management structure as shown in Figure 1. The Coordinator of Bilingual Programs is responsible for the coordination and supervision of all program activities. An Assistant Coordinator works directly with the ESEA Title VII Project Director and the ESL Manager and has direct responsibility for the supervision and manage-

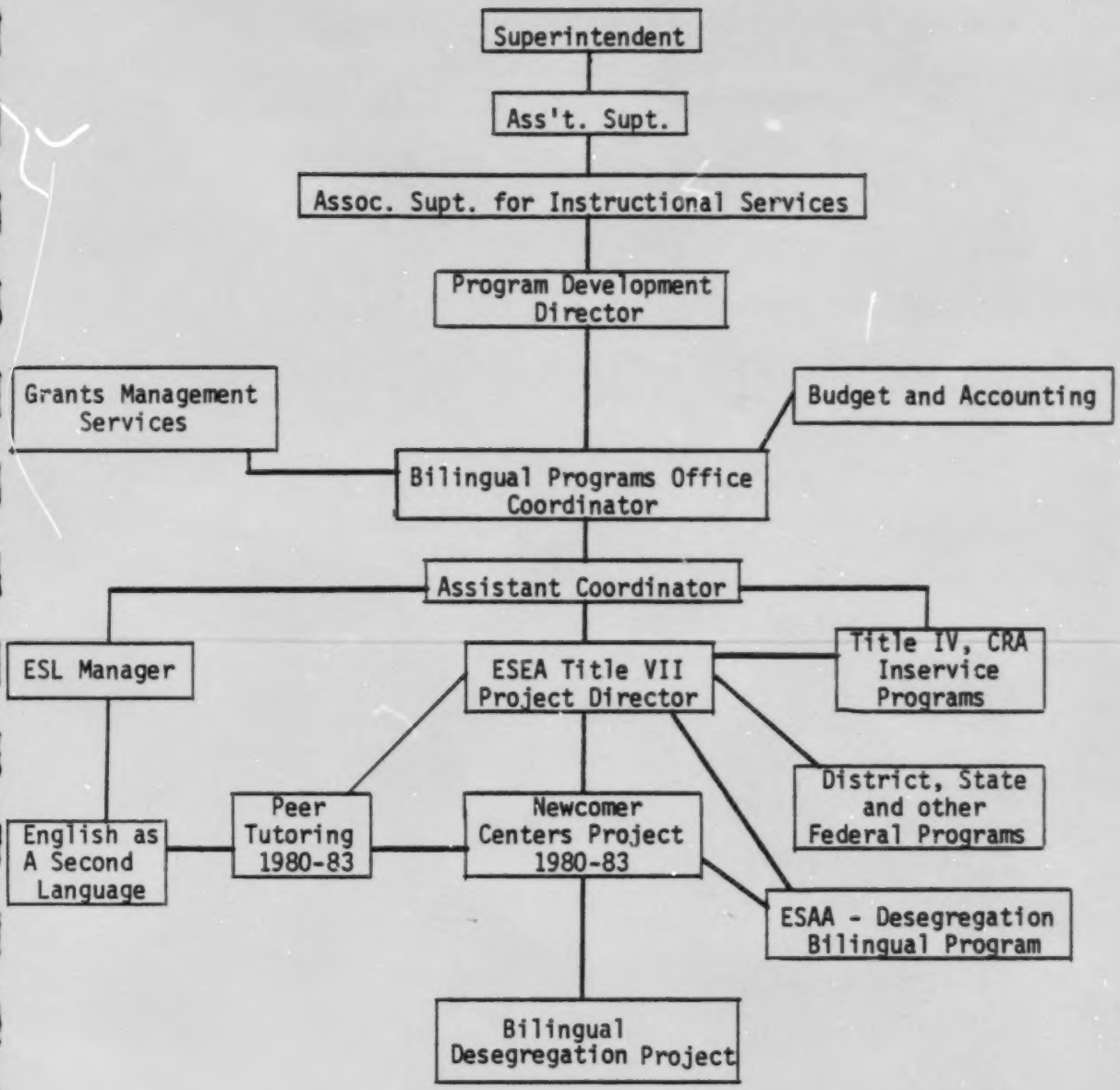

Figure 1. Organizational structure of the Westwood School District's bilingual programs services.

ment of project activities provided under certain of the funding sources (i.e., Title IV, District, State, ESEA Desegregation, and federal monies other than Title VII).

Funding Sources

In the 1981-1982 school year, the operating budget for the bilingual programs was approximately 4.2 million dollars. The level and type of grant funding which has supported the bilingual services over the past five years is shown in Table 10. Service provided through the various funding sources in the 1981-1982 school year is shown in Figure 2.

Support Services - Bilingual Student Services Assistants

The Bilingual Student Services Assistants, a staff of five FTE's, provide home language assistance for Chinese, Korean, Philippine, Samoan, Spanish, Vietnamese, and Laotian students. Part-time assistance is also available for Cambodian-speaking students. Assistance is provided in the following areas:

(1) Cultural and academic adjustment - Assists school staff in working with bilingual students experiencing social, cultural or academic adjustment difficulties. Assists schools in implementing activities for students and staff which enhance intercultural understanding.

(2) Home liaison - Acts as liaison between home and school.

(3) Interpretation - Provides interpretation services to schools including emergency native language assistance, translation and interpretation of student transcripts, explanation of school rules, procedures, district policies, etc.

(4) Student placement - Provides the following placement services:

Registers bilingual students
Assesses students' English proficiency
Informs parents/students of results of language assessment and eligibility for program services
Explains bilingual program options
Secures formal acceptance/waiver of program services
Contacts schools to clear individual bilingual student placement
Makes necessary student transportation arrangements.

Table 10

Description of Westwood School District Student Data Bilingual Grant Funded Programs - 1977-1982

Descriptive Elements of the District & Grant Programs	Base Year 1977-1978	Implementation of the Desegregation Plan 1978-1979	1979-1980	1980-1981	1981-1982
Number of Students Enrolled	58,925	53,885	50,490	48,549	46,468
Ethnic Composition					
. Majority %	65.8%	62.6%	60.2%	57.0%	53.1%
. Minority %	34.2%	37.4%	39.8%	43.0%	46.9%
Level/Type of Grant Funded Bilingual Programs					
. ESEA Title VII:					
Deseg. Support Services	----	----	----	----	$ 337,204
Basic Bilingual Services	$271,350	$262,928	$281,724	$292,484	----
Bilingual Peer Tutoring	----	----	----	36,026	34,211
Indo-Chinese Newcomer Centers	----	----	----	264,875	342,101
(Total Title VII)	$271,350	$262,928	$281,724	$593,385	$ 713,516
. Other Bilingual Programs					
Federal Refugee Assistance	187,440	Ø	121,050	350,903	459,405
State Bilingual Funds	----	----	466,260	533,200	----
State Indo-Chinese Funds	----	----	----	----	669,000
Title VI ESAA Bilingual Desegregation	----	----	----	----	537,547
Apportionment/Levy	----	----	----	----	1,764,119
Technical Assistance	----	----	----	----	87,027
Mini-Grant (State)	----	----	----	----	809
(Total Other Bilingual Programs)	$187,440	$ Ø	$587,310	$ 884,103	$3,517,907
TOTAL BILINGUAL PROGRAMS	$458,790	$262,928	$869,034	$1,477,488	$4,231,423

Source	Staff	Description
1. District (Local)	5 Bilingual Student Service Assistants (BSSA) (Laotian, Chinese, Vietnamese, .5 Korean .5 Japanese, .5 Spanish, .5 Filipino)	. BSSA provides home language assistance to parents districtwide. In addition, they assist counselors and assist new students in the registration process.
2. Basic Title VI ESAA (Federal)	ESL teachers	. ESL teachers teach oral English and beginning reading at ESAA schools.
3. Title VII Indochinese Newcomer Center Project (Federal)	1 Program Manager, 1 secretary, 2 bilingual resource teachers, 2 bilingual resource aides, and 8 1/2 bilingual instructional assistants (Vietnamese, Cambodian, Chinese & Laotian)	. The instructional assistants serve Indochinese Newcomers (students with little or no past schooling). They are assisted by the Title VII resource teachers and aides in developing bilingual curriculum and delivering services.
4. Title IV CRA National Origin Desegregation (Federal)	2 inservice trainers	. Bilingual inservice trainers provide regular teachers, bilingual staff and paraprofessionals with inservice training regarding bilingual/ESL methods & techniques.
5. Title VII Peer Tutoring Project (Federal)	1 enrollee specialist and part-time tutors (4.25 FTE)	. Bilingual student tutors are paired with bilingual work training students at work sites after school. Tutors are paid by Title VII and Federal CETA and tutees are paid by CETA while they learn job skills.
6. State Block Grant (Bilingual and State Indochinese Refugee funds)	This source funds ESL teachers, Basic Skills teachers, and Bilingual aides.	. The instruction varies from ESL to bilingual required subject matter areas.
7. Federal Refugee Assistance (Federal)	This source funds ESL teachers who serve refugees and bilingual (Indochinese) instructional assistants	. The instruction varies from ESL to bilingual required subject matter areas.
8. District (Local)	This source funds administration and instructional staff	. The instruction varies from ESL to bilingual required subject matter areas.
9. Title VII Bilingual Desegregation Project	2 resource teachers, 1 resource aide, 8 bilingual instructional assistants and 5 FTE tutors	. Provided instructional services and support services for small and medium concentrations of students. Pilot program in two secondary schools for promoting cross-cultural understanding and appreciation of various cultures for both NES/LES and general student population.

Figure 2. Funding sources and types of services provided during the 1981-1982 school year.

(5) Work with counselors in disseminating career information, career planning:

Advises students on graduation requirements
Assists in filling out forms for trade school/college admissions, financial aid, job applications
Provides orientation to new students
Assists in choosing class schedule
Recommends referrals to other resources

Registration and Identification of NES/LES Students

Bilingual students new to the district may be registered at the Bilingual Student Services Assistance Office (BSSA) or at the home school. Ninety percent of the students are registered through the BSSA. On initial enrollment, parents fill out the Student Registration Record which contains a section entitled "Home Language Identification." In that section the parents indicate the following:

- Language FIRST spoken by the student
- Language the family usually speaks at HOME
- Language the student usually speaks with friends SOCIALLY
- A comparison of the student's knowledge of English with her/his knowledge of the first/home language - FLUENCY.

Students whose FIRST, HOME, or SOCIAL language is a language other than English are scheduled for formal language assessment. If the student is registered at the BSSA, she/he is formally assessed at the time of registration. If the student is registered initially at the home school, the central Educational Data System Office is notified. In this case, the BSSA is notified about one week later of the student's need through a computer readout. There is usually about a six-week delay before formal assessment can be carried out. In the meantime, the student is enrolled in the home school and attends regular classes until such time that she/he can be tested and an appropriate assignment be effected.

Formal Language Assessment and Assignment

Students identified at the time of registration as potentially qualifying for services are first administered a locally-developed, state-approved

oral language proficiency test in English; no formal test in the home language is administered for ascertaining the child's oral language ability. There are four versions of the test (Test A, B, C, and D). In the Westwood School District the Elementary Version, Test A (Short Form), is used for students in kindergarten through grade six; the Secondary Version, Test C (Short Form), is for use with students in grades 7 through 12.

Each test is administered individually. Administration time ranges from approximately two to 10 minutes. Scoring is carried out simultaneously with the testing. Test materials consist of (1) one sheet of test questions with some small pictures on the reverse side, (2) a large (11" x 17") two-color "story picture" which depicts in considerable detail a scene in which a number of activities are occurring, (3) a score sheet for each student, and (4) a one-page instruction sheet for test administrators.

Each version of the test consists of three parts: Pronunciation, Comprehension and Structure, Story Telling. Part I is a pronunciation task. The student is shown a series of single-object pictures and asked to provide a label for each picture. If the student is unable to supply a label for the picture, she/he is provided the label by the test administrator and asked to repeat. One or more phonemes is identified for scoring in each label. Student response in this section is recorded, but student performance on this section is not considered in arriving at an overall score. This section is used primarily as a warm-up task and to relax the student. Part II examines comprehension and grammatical structures. The student is first asked to view the "story picture" and to respond to 16 questions which are designed to elicit specific grammatical structures. For each of the 16 questions, the student's response is scored dicotomously as success or failure for either comprehension, production of the specified structure item, or for both. Thus the student may receive one point

for understanding the question and one for producing correctly the specified grammatical item in her/his response, depending upon what is being scored in a particular item. Part III is an oral composition task. The student is asked to create a "story" based on the large picture. The student's oral composition receives a subjective global score, based on a 15-point scale. A set of descriptors is provided to assist in arriving at the global rating. The maximum score a student may receive is 40 points (12 for comprehension, 13 for structure, and 15 for oral composition). In the elementary school, students who score in the range of 0-35 on Test A are eligible for service. At the secondary level, students who score in the range of 0-37 on Test C are eligible for service.

In summary, students who score below 35 on the oral language proficiency test in the elementary school or below 37 in the secondary school are automatically eligible for services. Parents are informed of their students' eligibility for bilingual services and are given the option to request or decline such services. Approximately 80% of the total NES/LES population has typically requested bilingual services.

Once it has been determined that a student is eligible for services three other factors come into consideration for assignment. First, if a student has had little or no previous schooling or has had her/his schooling interrupted (missed at least two full years of schooling), which is often the case with the Indochinese refugees, a Newcomer Center assignment is indicated. Second, the home language of the student is considered, and an assignment is made to a Newcomer Center which serves that particular language group. Third, assignment is made on the basis not only of need, but also on the basis of availability of space within the existing centers. A student who qualifies for a Newcomer Center, for example, may be placed temporarily in a Regular Bilingual Center or in a regular classroom until such time as proper placement can be made.

NES/LES students who have had normal schooling in their country are assigned to Regular Bilingual Centers. Every effort is made to assign them to a center where their particular language group is served. If this is not possible, because of lack of availability of space in the centers serving their language group, they are assigned to a Regular Bilingual Center where they receive ESL instruction along with a heterogenous language group.

If a child cannot be placed immediately upon initial enrollment, she/he is placed in a holding pool and assigned to the home school temporarily. NES/LES students are arriving in the district at the rate of approximately 100 per month. Between December 19, 1980 and January 14, 1981, some 80 children were assigned to a holding pool. New classes were opened shortly thereafter to accommodate those children. However, students sometimes stay in the home school for a year before they can be assigned to a bilingual program, but Chinese and Indochinese refugee children are normally assigned rather quickly because of the availability of programs in their languages.

The district maintains one Orientation Center (grades 1-12) for incoming regular bilingual and newcomer status students. The purpose of the Orientation Center is to provide temporary placement for a limited number of bilingual students who enter the district after October 1. Students attend the Orientation Center until the natural semester or quarter break, at which time they are reassigned to existing Newcomer or Regular Bilingual Centers. Following placement, the bilingual teaching staff carries out informal observations for approximately one week, focusing primarily on the student's oral skills. If properly placed, the teacher prescribes instructional treatment and the student remains in the assigned program; if the student is deemed by the bilingual teaching staff to be improperly placed, she/he is referred to the Bilingual Program Office for re-evaluation.

Bilingual students who are not eligible for NES/LES services (category C, D, and E students) are assigned to mainstream, English-medium classes in their home schools. The student may request transfer to other schools, but she/he is not eligible for bilingual education or special English classes.

2. Organization for Instruction - School Level

Bilingual instructional programs were offered in 40 schools in the Westwood School District during the 1981-1982 school year: 17 secondary, 22 elementary, and one Orientation Center which serves grades 1 through 12. Three program models were in operation: Newcomer Centers, Regular Bilingual and the Orientation Center. Some buildings housed both a Newcomer Center and a Regular Bilingual program. See Table 9 (pp. 41-42) for location of program sites, types of programs housed, and languages served by each.

Newcomer Center

Newcomer Centers are presently located in 15 schools: five high schools, one middle school and one junior high, and eight elementary schools. These centers are designed for limited English proficient students who have missed at least two years of school or who have had little or no formal education. In addition, if a bilingual child who is being served in any other of the district's bilingual programs is not making normal progress, the child is screened by a school psychologist and may be assigned to a Newcomer Center. According to district personnel, assignment of under-achieving children to the Newcomer Centers is rare.

Typical instructional program - elementary level. Students are assigned to a special program for one-half of each school day and the other half to a regular mainstream class within the same school building.

a. Special one-half day program

Students are grouped for instruction on the basis of age/grade level. Within the center, one-half of the day is devoted to students in grades one

through three, the other half to students in grades four through six. When the children are attending the special one-half day classes, they are rotated through three periods of instruction taught by staff members who specialize in teaching ESL, basic skills (reading and language arts), and bilingual subject matter content. Generally the program is as follows:

> ESL - 45 minutes; taught by a certificated teacher with ESL qualifications.
>
> Basic Skills - 45 minutes; taught by a certificated teacher with specialization in the teaching of reading and/or language arts; all basic skills classes are taught in English only.
>
> Bilingual Instruction - 45 minutes; taught by a bilingual speaker who may or may not hold state certification. Instruction is primarily in math and social studies.

b. Regular half-day program

The population of the regular mainstream classes comprises monolingual English-speaking students and a variety of other language speakers. Newcomer students are assigned to the regular classes on the basis of age, not grade level ability. They may be assigned one age/grade level below their normal age/grade assignment, but this usually does not happen. The students are generally kept with others of their own age. They participate in the regular curriculum offered during the half of the day they are assigned to the class.

Exit criteria and screening procedures. Students who meet the exit criteria for Newcomer Centers are reassigned to one of the Regular Bilingual Programs. The Newcomer Centers have been in operation for two years. At the end of the first year, approximately 25% of the children were reassigned. Those that exited were mostly the younger children.

In the spring of each year the following students are formally screened for exit:

- students the school identifies as ready for exit;
- students who have been in the district three or more years;
- students who perform at the specified levels on either the oral language proficiency test or California Achievement Test (CAT).

All students in the Newcomer Center program are administered the oral language proficiency test in the spring of each year. They are also administered the California Achievement Test in the fall and spring of each year. Classroom teachers, and the bilingual staff meet in the early spring and identify students who, in their judgment, have made good progress in learning English and have made up skill deficits, primarily in math. Those students, along with other students who have been in the district for three or more years or have performed at the specified levels on the oral language proficiency test or the CAT are recommended for screening. Formal screening involves the completion of the "Elementary Newcomer Transition Form" (see Appendix B). Students who accumulate 80-100 points on this form are generally recommended for exit, unless the staff provides a satisfactory justification for retaining a student in the program for another year. Criteria for transfer to regular bilingual programs are based on objective test data and teacher recommendation as follows:

- oral language proficiency test score of 28+ (10 points);
- CAT Reading Comprehension at 23+ percentile (20 points);
- Level of academic Performance, at grade level in Reading, Language Arts, Math, Other (20 points);
- Classroom Teacher Recommendation, positive (20 points);
- Newcomer Staff Recommendation, positive (30 points).

Newcomer Center students are of NES/LES status when they are enrolled and usually are of that status when they are reassigned, in keeping with the above criteria for exit.

Typical instructional program - secondary level. English-as-a-Second Language (ESL), Basic Skills and General Studies in the areas of math, science, and social studies are provided by certificated teachers and bilingual instructional assistants. Initially, students are enrolled in four classes in the Newcomer Center and in two regular contact classes outside the center. As the student's English and academic skills improve, contact time in regular classes increases.

Exit criteria and screening procedures (secondary). Students exit from a Newcomer Center to a Regular Bilingual program. The same general screening procedures are used to exit students as those described above for elementary school students. Specific criteria for exit are found on the "Secondary Newcomer Exit Form" (see Appendix B).

Administration of the Newcomer Centers. Each building with a bilingual program has a building administrator who is responsible for coordinating ongoing bilingual services. The building administrator is appointed by the principal. At the elementary level the principal usually fills this position, but it may also be the vice-principal, or counselor. The duties are a part of the staff member's assigned duties. Approximately 10% to 20% of the staff member's time is devoted to these duties.

The building administrator-coordinator, in cooperation with the bilingual office staff, is responsible for delegating tasks in the areas of:

- registering and enrolling new bilingual students;
- structuring student course schedules to meet credit requirements;
- establishing tutor schedules and reporting time to payroll;
- negotiating space allocation for classes and tutors;
- orientating tutors to building;

- appointing supervising teachers for instructional assistants;
- obtaining required classroom texts for bilingual instructors and tutors to use with students;
- receiving and circulating to staff the monthly printout on bilingual students;
- solving problems related to bilingual program.

The coordinator acts as liaison and spokesperson for bilingual needs within each building.

Regular Bilingual Program

In the 1981-1982 school year regular bilingual programs were in operation in 34 schools: 10 high schools, six middle and junior high schools, and 18 elementary schools. Students with limited English proficiency who have had normal schooling in their country are eligible for service from these programs. Also, students officially exited from a Newcomer Center are eligible to enroll in a Regular Bilingual program.

Typical instructional program - elementary level. The Regular Bilingual program offers students two services: English-as-a-Second Language (ESL) classes and bilingual instruction.

a. Kindergarten. The NES/LES child is assigned to a homeroom with a heterogenous population. These students are offered, in addition to the regular classroom program, ESL and bilingual instruction. ESL instruction is provided in pull-out classes of five to ten students which are scheduled for 15 to 20 minutes per day. Oral language development and appreciation of cultural similarities and differences are the focus of this instruction. These classes are taught by a certificated teacher with ESL qualifications (a major or minor in ESL or one full year or equivalent of contracted teaching of ESL in the public schools or Peace Corps).

Bilingual instruction is also provided in pull-out classes scheduled for 15 to 20 minutes per day. Instruction is provided either by certificated bilingual teachers or instructional assistants or hired tutors. Programs with a large number of one language group may have a certificated bilingual teacher or an instructional assistant. Bilingual tutors are requested for small numbers of students of a language group. Bilingual staff members assess the student and consult with the classroom teacher to determine the student's instructional program. The bilingual staff then sets up a schedule of pull-out classes that are formed on the basis of need, ability, and classroom assignment considerations. The bilingual staff member responsible for the child's instruction meets weekly, or daily, with the classroom teacher to plan for the children's instruction. The bilingual instructor helps students with classroom assignments in the areas of math, science, social studies, and health. They also assist students with cultural adjustment and make home contacts when necessary. Except for the pull-out classes (a total of 30 to 40 minutes per day), the student spends the entire day in a regular English-medium classroom.

b. Grades one through six. The program is essentially the same as for kindergarten except for the following:

- pull-out classes (ESL and bilingual instruction) are scheduled for 30 to 45 minutes daily, for a total of approximately one to one and a half hours per day.
- in the ESL classes students are provided maximum opportunity to use oral language, improve reading skills, practice writing and composition, and appreciate cultural similarities and differences.

Exit criteria and screening procedures. Students who meet the exit criteria for Regular Bilingual programs are reassigned to English-medium,

mainstream classes in their assigned schools. The same procedure is used for screening these students for exit as is used in the Newcomer Centers. However, the criteria for exit requires a higher level of performance in all areas than do the exit criteria for the Newcomer Center. These criteria are specified in the "Elementary Regular Bilingual Exit Form" (see Appendix B). In general the student must score above the 35th percentile in reading comprehension (as measured by the CAT), receive a score of 36+ on the oral language proficiency test, and be recommended for exit by concensus of the bilingual staff and the classroom teacher.

Typical instructional program - secondary level. Bilingual programs at the secondary level typically offer one period of ESL instruction daily (scheduled like an elective), one or more class periods of bilingual instruction, and four to five periods per day of contact classes. The bilingual instruction may be delivered either in a regularly-scheduled bilingual class, or within a regular mainstream class in which the bilingual instructor provides assistance as needed during class as instruction is being carried out by the regular, mainstream teacher, or in pull-out tutorial sessions. The ESL and regularly-scheduled bilingual classes are taught by qualified, certificated teachers. Within-class support and tutoring may be provided by certificated teachers, instructional assistants, or paid tutors.

Exit criteria and screening procedures. Students who meet the exit criteria for Regular Bilingual programs are reassigned to the English-medium mainstream program within their assigned school. The same procedure is used for screening these students for exit as is used in the Newcomer Centers. However, the criteria for exit require a higher level of performance in all areas than do the exit criteria for the Newcomer Centers. These criteria are specified in the "Secondary Regular Bilingual Exit Form for ESL and/or

Bilingual Service" (see Appendix B). In general the student must obtain a Grade Equivalent score of approximately 6.0 in reading comprehension (as measured by the CAT), receive a score of 38+ on the oral language proficiency test, and be recommended for exit by concensus of the bilingual staff, ESL teacher, and a classroom teacher in the areas of social studies, science, or health.

Administration of the Regular Bilingual program. All Regular Bilingual programs have an in-building coordinator, appointed by the principal, who serves the same roles and functions as those who serve the Newcomer Centers.

Orientation Center

The district has one Orientation Center (grades 1-12) for incoming regular bilingual and newcomer status students. The purpose of the Orientation Center is to provide a temporary placement for a limited number of NES/LES students who enter the district after October 1. Students attend the Orientation Center until the natural semester or quarter break at which time they are reassigned to either a Newcomer Center or Regular Bilingual program.

The Orientation Center, now in its second year of operation, is housed in a school building along with two other special programs (an alternative high school for students who have had trouble adjusting to the regular high school; Project Interchange, a program for school-aged parents). The Orientation Center is served by a fulltime building coordinator and one fulltime secretary. The Center is at present staffed by 20 certificated teachers and five bilingual instructional assistants. All of the certificated teachers are native English speakers with classroom experience. A small core staff of these teachers have had special training and experience in ESL. The five instructional assistants are native speakers of one or more of the following languages: Chinese, Vietnamese, Laotian, and Cambodian. These languages are

the most commonly spoken by the students in the Orientation Center. Students are bussed to the center from all over the city; only about 20% of the students served there reside in the neighborhood. Students in the center range in age from six years to 20 years old.

On initial entry into the Orientation Center, the students are assigned to one of four age/grade groupings: primary, intermediate, junior high, and high school. Within each age/grade grouping, the students are assigned to one of five skill levels. The assignment to skill levels is based on a screening test developed by the staff at the center. The screening test examines the student's ability to recognize letters of the alphabet, knowledge of beginning and final consonants, recognition of sight words, ability to read as measured by cloze passages, and computational skills in math. The student's ability to speak English, as well as number of years of schooling completed and literacy in the native language, is also considered in placement within the program.

Class size and composition of the classes change almost daily as the influx of new students continues throughout each semester. A modified system of team teaching has been implemented which allows for frequent regrouping of students to accommodate their instructional needs.

Instructional program. The instructional program is designed to provide intensive lessons in survival English and in the basic skills. All students spend two hours daily in ESL classes where the emphasis is on learning to speak, read, and write English. The remaining two and one-half hours per day is devoted to instruction in subject matter content (e.g., math, science, social studies, health). Every six weeks certain subject matter offerings are changed for each student. Typically, each student within one semester will be enrolled in three of the following: physical

education, typing, health, science, art, and drama. Attention is also given to helping the students learn how to participate and succeed in American schools and to survival skills outside of school (e.g., how to shop, pay rent, apply for jobs; career opportunities; understanding the American culture). The bilingual instructional assistants work directly in the classrooms alongside of the English-speaking teachers. They assist both the teachers and the students in understanding each other; they assist students, as needed, in interpreting instructions and in completing assigned work. They also assist students with cultural adjustment and make home contacts when necessary.

Exit criteria and screening procedures. Students in the Orientation Center normally stay in the program until the end of the natural semester or quarter break. They are reassigned to either a Newcomer Center or a Regular Bilingual program. At the end of fall semester, January 1982, the Center was serving 320 students. All but 80 (25%) of those students were reassigned at that time. Factors considered in retaining those students in the Center for another semester included:

- some had enrolled in the Center only a few days/weeks prior to the end of the semester;
- a few had not made satisfactory adjustment and/or progress (i.e., "school ready"), in the judgment of the center staff;
- for some, space was not available in an appropriate Newcomer Center or Regular Bilingual program;
- families are transferred as a unit; in some cases a proper assignment could not be made at that time for one or more family members;
- maintaining racial balance in the receiving schools affected the retention of some students in the center for an additional semester or quarter.

Administration of the Orientation Center. The school principal serves as the in-building administrator/coordinator of the center program. He serves the same roles and functions as described for those of the in-building administrator of the Newcomer Centers.

3. Goals of the Special Language Programs

As early as 1971 a need was recognized by the school district for special language assistance to help a growing population of NES/LES students acquire English as rapidly as possible. This gave rise initially to the implementation and spread of ESL classes to fill this need. Following the passage of the Bilingual Education Act in 1967 and subsequent growth in programs nationwide which incorporated the use of the home language to assist NES/LES students to continue growth in concept development and academic learning while they were acquiring English, the school district also implemented a dual-language program in Cantonese and English in one school. This program was, for all practical purposes, a language maintenance program in that all students, both English proficient as well as NES/LES students, for a part of their school day received instruction in spoken Cantonese and Chinese literacy. At the same time, in keeping with the growing interest both locally and nationally, particularly among language minority populations, in maintaining and fostering the home language and culture, bilingual education spread to other schools in the district. For example, bilingual teachers were hired to teach ESL classes, provide bilingual support in academic areas, and to validate and support the home culture of bilingual students. In some cases, literacy training in the non-English home language was provided in these schools and some subject matter classes (e.g., math, science, social studies) were taught in the home language.

In 1974 the U.S. Supreme Court handed down a decision in the Lau vs. Nichols case that required that special language assistance be provided for limited English proficient students in order to assure equality of educational opportunity for this student population. While the Lau decision required that special language assistance be provided, it gave no substantive guidance as to what would, or would not, constitute acceptable special assistance levels. To this point, what are known as the "Lau Remedies" (guidelines) were issued by the Office for Civil Rights in the summer of 1975. In order to qualify for Title VII ESEA funding support, school districts were required to develop what have come to be known as Lau Compliance plans in accordance with the Lau Remedies/Guidelines. The Westwood School District's Lau Compliance Plan was accepted by the Office for Civil Rights as of June 1976. District bilingual programs have, since that time, been structured in accordance with the district's Lau Compliance Plan.

Essentially, the agreement with the Office for Civil Rights requires the district to:

(1) Identify non-English dominant students.

(2) Provide special instructional services, i.e., English as a second language and bilingual instruction in required subjects.

(3) Implement diagnosis and prescription services for C-E category students below the 23rd percentile on a standardized test.

(4) Operate instructional programs at predetermined staffing levels.

(5) Implement staff training.

(6) Implement a staff recruitment program.

(7) Provide bilingual home communications.

(8) Establish a bilingual advisory commission.

(9) Conduct an evaluation of services.

Under the district's Lau Compliance Plan, NES/LES (categories A and B) students are to be provided services aimed particularly at developing English language proficiency and are, in addition, to receive course content assistance in the home language in required subject areas (math, science, social studies, and health). Where predictive data are available to show that students initially identified in these categories can be "mainstreamed" for their entire instructional program, participation in the transitional bilingual education program is to be discontinued. Predictive data are defined as academic achievement test results that indicate that the student is functioning within or above the "normal" range for the student's age and grade placement (23rd through 70th percentile). At a minimum students are no longer eligible for service when they can perform at or above the 23rd percentile on the standardized achievement test adopted by the district. Students initially identified as categories C, D, and E students are to be "mainstreamed" unless they voluntarily elect to participate in Bilingual Program services offered by the district. These students are allowed to participate in these programs when there is space available that is not likely to be needed by students with a language barrier, and where one of the following conditions is met:

- the student wishes to maintain, acquire, or improve skills in the non-English language;
- the student's voluntary participation will enable the district to offer bilingual program services by adding to the number of students available to enroll in the course of study; or
- the student's voluntary participation will be of direct assistance in helping other participants make an effective and efficient transition to English-language communication.

Underachieving students in categories C, D, and E are to be assessed and an analysis of their reasons for their educational deficits is to be

made. Treatment for the educational deficits is to correspond to the services provided to other underachieving students in the students' schools.

More recently concerns of a practical nature (intensified by the increased number of students needing service as well as the characteristics of the students to be served) has further influenced district policy relative to the goals of the special language programs.

Historically, the goals of these programs appear to have emerged, undergone change, and evolved to their present state as a result of a series of societal events. For example, the first programs in the early 1970s resulted from a practical need of a growing segment of the school population to learn English as rapidly as possible. The prevailing practice of the times was ESL classes for most populations, particularly when dealing with a number of different language groups within the same school population. The goals of those programs were to assist the students in learning English so that they could as quickly as possible function in all-English medium classrooms. They were transitional and assimilative in nature. As the bilingual education movement took root and blossomed nationally in the late 1960s and early 1970s (in keeping with the sociopolitical climate of the times), so did interest in maintaining the child's home language and culture. At that point the goals of the special language programs in Westwood also began to shift toward language maintenance programs (as evidenced by the programmatic changes in the Westwood schools in the period of 1973-1978). While the development of English language proficiency was still a major goal of those programs, maintaining and fostering the home language and culture of the students was also seen as a valid and positive feature of special language programs.

In the period of 1978 to the present, the goals of the program have again shifted somewhat toward the practical necessity of integrating the students as quickly and as efficiently as possible into the mainstream of

the schools and of society. The district is faced with the legal mandate of providing services to a large and diverse population of NES/LES students in a sociopolitical climate in which (1) emphasis at the national level is on the delivery of services to those in greatest need (c.f. 1978 Amendments to Title VII), (2) legislation at the state level provides for transitional bilingual instruction, and (3) district policy specifies a transitional bilingual program with the goals to develop English language proficiency and to enhance the positive self image of NES/LES students.

Teachers, administrative and supervisory personnel, and community members alike cite three goals for the present program:

(1) to help students to become proficient in the English language.

(2) to help students to make the adjustment from the home culture to that of the wider community.

(3) to provide support in concept development through the home language during that period of adjustment.

Many see the maintenance of the home language highly desirable but not feasible under the present conditions. Most see the fostering of cross-cultural understanding as a very positive and integral part of the Westwood bilingual program.

4. Instructional Model

The instructional model presently in place in the Westwood Schools has evolved over the years and has been modified by a program of inservice training in keeping with both the changing needs of the students entering the district and advances in curriculum and instructional practices within the profession. The district's instructional model has three components: ESL instruction, basic skills development in English, bilingual support in subject matter areas.

ESL instruction is provided in small groups which are formed on the basis of age and level of English proficiency. In the beginning classes, there is a heavy emphasis on spoken English. Students first develop listening comprehension through association with acting out, real objects, and pictures. Speaking skills are practiced through experience activities, imitation, songs, situational dialogues, and dramatization and games. Reading is introduced using the visual literacy/language experience approach. Basic phonics and high frequency words are taught. Sequential writing practice begins with copying numbers, letters, words, and sentences and moves to paragraph forms and basic punctuation.

In the intermediate classes, students continue to develop understanding through association with hands-on activities, real objects, acting out, and pictures. They are provided opportunities to practice speaking through labeling and describing objects, choral recitation, relating experiences, singing, and playing games. Initial reading is based on student-dictated sentences and paragraphs and progresses to printed paragraphs and passages, short stories, poems, fables and skits with controlled vocabulary. Oral reading emphasizes phrasing and intonation; silent reading emphasizes comprehension. Letter formation focuses on improving cursive writing. Students

maintain a journal, compose friendly letters, and write short paragraphs on oral language and reading materials. Correct spelling and punctuation are taught.

In the advanced classes, students continue to improve their listening and speaking skills by participating in small group and class discussion, role playing situational dialogues, recitation, dramatization, and sound and video recordings. Syntax in basic sentence patterns is reviewed, and sentence expansion is taught. Students refine their use of English morphology and phonology; vocabulary is expanded. A variety of textual materials are introduced: short stories, anecdotes, folk and fairy tales, biographies, songs, and verse. The students study the structure of narratives, factual reports, and letters. English reference materials (dictionary, encyclopedia, thesaurus) are used as a resource in word study, speaking, and writing. In composition, students learn to apply basic writing skills (chronological order, summary, description, comparison and contrast, cause and effect).

Basic skills instruction (reading) in English is also provided in small groups. In most cases, standard American reading textbooks are used. Students are introduced to the vocabulary contained in the lesson, word analysis skills are taught, students read aloud or silently, and comprehension is checked through both spoken and written activities.

Bilingual support is provided in subject matter content. Small groups of students bring to the bilingual class their textbooks and assignments from their regular mainstream classes. The bilingual teacher uses the home language of the students as necessary to explain concepts, to clarify instructions, and to assist the students in understanding and completing their assignments, usually in the areas of math, science, social studies, and health.

Teachers reported that the time frame for the program classes is set as is the content area to be included in each time frame. However, there is much flexibility in how the content is taught as well as to what is to be taught within a content area. The district provides curriculum guidelines, but each teacher is free to adjust her/his class content to meet the needs of the students. Monitoring of the classes is carried out by the in-building coordinator and project staff from the Bilingual Programs Office. This appears to be occasional and informal as no set schedule of visitation is formalized.

Three types of inservice training are provided for the Bilingual Programs staff: credited courses at one of the local universities, workshops planned by the Bilingual Programs Office and by the Title VII Technical Assistance Team, local or out-of-state conferences. In the 1980-81 school year project staff from the Newcomer Centers participated in 11 courses offered for credit; five two-hour workshops and one full day workshop were held for the Title VII staff; six two-day workshops were conducted for the district's ESL/Bilingual staff. Typical topics included in these workshops and classes are as follows:

Cultural Background of the Refugees
Individualized Instruction in ESL and Bilingual Classes
ESL Approaches - An Overview
Measuring Student Progress in the Bilingual Classroom - Informal Procedures
Incorporating Subject Matter in ESL Instruction
Teaching Reading to Every Student
Duties and Responsibilities of a Bilingual Instructional Assistant
Use of World History and Reading Material Developed by the Project Staff
Computer Education

5. Other Educational Services

Compensatory Education. As long as students are enrolled in one of the district's bilingual programs, they are not eligible, by district policy,

for other compensatory education programs, except at the discretion of the building principal. However, in some buildings where staff and space is available some of the bilingual program students receive Title I services. The district maintains two preschool programs (CAMPI Satellite Preschools, Head Start). These programs are available to bilingual students who qualify.

Special Education. Bilingual students are referred to the Special Education Office for assessment when deemed appropriate by Bilingual Programs instructional staff. It is, however, often difficult to identify possible special education needs of many students in such categories as mildly retarded or specific learning disorders until English language proficiency reaches minimal levels. Therefore, students who are still receiving bilingual program services generally are not placed into special education programs. It is expected, however, that the bilingual student population will conform to the general population expectation in that approximately 5% of the students will have special education needs, and 5% will qualify for gifted program placement.

6. Availability of Appropriate Materials

The district maintains a resource library of ESL and bilingual materials as well as a Technical Assistance Team which develops support materials for the content areas of math, social studies, science, and reading. The teachers surveyed reported that materials for ESL were generally adequate. A great need was felt for appropriate beginning readers for young children, simplified social studies and science books, books and materials adjusted for particular cultures, and appropriate bilingual audio-visual materials.

7. Personnel

Teachers. Certificated bilingual and ESL staff are selected through regular district procedures (written application, interview with selection

committee). At a minimum the qualifications of bilingual instructional staff must reflect the following:

B.A. degree
Valid State Teaching Certificate
Experience at the appropriate level(s) preferred
Fluency and literacy in the native language and regional dialect or variant of target students
Cultural awareness and sensitivity and a thorough knowledge of the cultures reflected in the two languages involved.

The roles and responsibilities of the certificated bilingual teachers are outlined below:

- Assist children to maintain and extend command of the native tongue and the second language in listening, speaking, reading and writing.
- Apply teaching strategies appropriate to distinct learning modes and developmental levels, taking into consideration how differences in culture affect them.
- Organize, plan and teach specific lessons in the required curriculum areas using both languages and following the district curriculum guides.
- Work effectively with instructional assistants, team teachers and volunteers to carry out instructional activities.
- Develop ways in which learners' culture can affect areas of the district curriculum.
- Identify and utilize available community resources in the classroom and outside of the classroom.
- Acquire, evaluate, adapt or develop instructional materials appropriate to the bilingual/bicultural classroom.

ESL teachers. The qualifications of ESL teachers must as a minimum reflect the following:

B.A. degree
Valid State Teaching Certificate
Experience at the appropriate level(s) preferred
Fluency and literacy in the native languages and regional dialects or variants of target students preferred. At a minimum, teachers must have satisfactorily completed nine weeks of specialized training in ESL teaching methods and in the linguistic and cultural background of their students or equivalent training.
Cultural awareness and sensitivity and a thorough knowledge of the cultures reflected in the languages involved.

The roles and responsibilities of the ESL teacher are outlined below:

- Assist children to acquire and develop command of English skills in listening, speaking, reading, and writing.
- Apply teaching strategies appropriate to distinct learning modes and developmental levels, taking into consideration how differences in culture affect them.
- Organize, plan and teach specific lessons in the district's required English language arts curriculum.
- Work effectively with paraprofessionals to carry out instructional activities.
- Develop ways in which students' cultures can affect areas of the district curriculum.
- Identify and utilize available community resources in the classroom and outside of the classroom.

Paraprofessional instructional assistants. Instructional Assistants are selected through regular district procedures which require a written application and a screening interview. Promising candidates are then interviewed by a selection committee made up of Bilingual Programs staff. Instructional Assistants are required to have the following qualifications:

Minimum of two years of college
Experience in working with school-age students
Fluency and literacy in the native language and regional dialect or variant of target students
Cultural awareness and sensitivity to the relationship between language and culture.

The roles and responsibilities of the Instructional Assistant (under the supervision of a certificated staff member) are as follows:

- Assist students in maintaining and extending command of the native language and English in listening, speaking, reading and writing.
- Assist in applying teaching strategies appropriate to distinct learning modes and developmental levels, taking into consideration how differences in culture affect them.
- Assist in organizing, planning, and teaching specific lessons in required subject areas, using both the students' native language and English.
- Assist in identifying and using available community resources in the classroom and outside of the classroom.

- Assist in acquiring, adapting and developing materials appropriate to transitional bilingual and bilingual/bicultural classrooms.

- Assist in counseling students and their families in problems of personal, school, and cultural adjustment.

- Maintain and report data on NES/LES students.

Mid-management, supervisory, and administrative personnel. Personnel in these categories are selected through regular district procedures (written application, screening interview by the district's Personnel Office staff). Promising candidates are then interviewed by a selection committee made up of district administrative personnel, Bilingual Programs staff, and community representatives. Typical of the requirements for these positions are those specified for the title of Project Director:

M.A. degree
Valid State Teaching Certificate
Two years administrative experience
Experience in working in bilingual education
Fluency and literacy in the standard variety and regional dialect or variant (one language) of target students
Cultural awareness and sensitivity and a thorough knowledge of the cultures reflected in the two languages involved.

Typical of the roles and responsibilities of the personnel in the above categories are outlined below:

- Assumes direct responsibility for implementation and management of all components of the proposed project.

- Supervises and provides direct assistance to project instructional staff, principals and related staff in the planning, implementation and operation of pilot schools.

- Supervises and coordinates the development and implementation of inservice training for program staff. Coordinates with local and national agencies, institutions or individuals to provide inservice training for instructional staff.

- Supervises and coordinates the development and maintenance of active community involvement.

- Supervises and provides direct assistance to the district Evaluation Office in developing and implementing an evaluation design for all components of the program to determine program effectiveness.

- Maintains data and records required for reporting purposes.
- Establishes and maintains a point of contact between program staff, concerned district personnel and the public.
- Interprets the program and disseminates information to the public and the district staff.
- Develops project proposals for funding.
- Assists in the recruitment and selection of candidates for positions.
- Assists in the formulation of district goals for bilingual education.

8. Information About Program Evaluation and Student Outcomes

Program Evaluation

Evaluation of services occurs in two forms in the Westwood School District: district-level evaluation of services delivered to bilingual students; specific project evaluations.

District-level evaluation. The district's Department of Planning, Research and Evaluation provides ongoing evaluation of services delivered to students, and reports summary statistics yearly to the district. In addition, smaller substudies (product evaluation) are carried out periodically (usually yearly) as requested by the district administration. Two recent studies are typical of the substudies carried out in the district:

> An Investigation of the Effects of Background Characteristics and Special Language Service on the Reading Achievement and English Fluency of Bilingual Students (November 1979);
>
> Special Language Programs, 1980-81: Instructional Characteristics, Relative Instructional Costs, and Student Outcomes (November 1981).

The goal of the district-level evaluation is to provide information to assist in decision making relative to desegregation, program improvement, and budgetary matters. Information from the evaluation efforts is disseminated, but the district does not maintain any formal mechamism for determining the extent to which the information is used to modify the program

design and the kinds of modifications, if any, that are made on the basis of this information. In general, school personnel surveyed reported that district-level evaluation was descriptive and was helpful in describing what they were doing, but that modifications were generally made on the basis of funding available and changing needs of the students as observed at the school and classroom levels.

Specific project evaluation. Project evaluations are carried out in keeping with the requirements of the funding source. These are usually conducted annually by an external evaluator. The focus of these evaluations is the extent to which stated objectives have been met. Typically, the extent to which instructional objectives have been met is estimated through student performance on standardized tests and English language proficiency measures. School personnel surveyed reported that they were not aware of any program modifications made on the basis of these external evaluations.

9. Length of Stay in Special Language Programs

Change in English language fluency over time has been an issue of continuing concern to the district. Table 11 shows the percentage of lower fluency students (A and B) who moved to fluency level C or above by year (data are from 1975-76 to 1978-79, inclusive). For fluency A students, who presumably started with no English fluency, less than 5% moved to categories C, D, or E within one year. Within two years about 15% moved to C, D, or E, and within three years about 38% of the category A students did so. Note that the majority of these students require more than three years to move to C or above. For fluency B students, about 25% moved to C or above within one year; approximately 40% moved in two years, and over 70% did so within three years. Generally, these results suggest that approximately two-thirds of the low fluency students move to adequate English fluency levels (C, D, or E) within three years.

Table 11
Percentage of Fluency A and B Students Who Progress to Levels C, D, or E

	% Moved to C or Above	Total N
ONE YEAR MOVEMENTS		
Fluency A		
Status of 1975-76 Fluency A Students in 1976-77	24.8	210
Status of 1976-77 Fluency A students in 1977-78	4.3	162
Status of 1977-78 Fluency A students in 1978-79	1.9	215
Fluency A		
Status of 1975-76 Fluency B students in 1976-77	56.9	576
Status of 1976-77 Fluency B students in 1977-78	25.7	670
Status of 1977-78 Fluency B students in 1978-79	20.2	925
TWO YEAR MOVEMENTS		
Fluency A		
Status of 1975-76 Fluency A students in 1977-78	23.1	186
Status of 1976-77 Fluency A students in 1978-79	15.0	144
Fluency B		
Status of 1975-76 Fluency B students in 1977-78	63.4	475
Status of 1976-77 Fluency B students in 1978-79	43.3	543
THREE YEAR MOVEMENTS		
Fluency A		
Status of 1975-76 Fluency A students in 1978-79	38.2	157
Fluency B		
Status of 1975-76 Fluency B students in 1978-79	73.9	399

Note: Samples for each comparison are based upon students in the district during both dates of concern, i.e., three year movements are based upon students in the district in 1975-76 and 1978-79.

When considering overall achievement (as opposed to English language fluency only), informal observation of the Bilingual Program staff suggests that approximately 40% of the students remain in the program for about four years, regardless of their point of entry. The younger students reach criterion sooner than children entering at more advanced ages. Over the past years the following pattern has emerged with respect to length of stay in the program:

Kindergarten - one year
Grades 1-2 - one or more years
Grades 3-4 - two or more years
Grades 5-6 - two to three years
Grades 7-9 - four to six years (depending on grade at entry)

10. Match Between Services as Administratively Described and Actually Delivered

In general, school personnel surveyed felt that there was a fairly good match between services as administratively described and those actually delivered. In all cases, the selection process and time allocations were firmly maintained. In both the Orientation Center and the Newcomer Centers the staff unanimously agreed that they were able to serve all students assigned to them and to carry out the program as described. In the Regular Bilingual programs, additional staff appears to be needed. In all except one school, all category A and B students were being provided ESL classes. In the one school, approximately 15 students (deemed by the principal to need such service) were not being provided ESL instruction due to a shortage of special staff in the building. In five of the seven Regular Bilingual centers surveyed, teachers and principals reported that there were a number of students (ranging from 5 to 52 per building) who could profit from bilingual support but who they were unable to serve because of (1) lack of staff (present staff serving those with the greatest need) or (2) lack of staff who speak the language of the students needing bilingual support

service. In two of the buildings students were receiving bilingual support services two to three times a week as opposed to daily service. Three teachers reported that the time allocation of 30 minutes for pull-out classes was inadequate; two principals felt the need for additional bilingual staff to assist in communicating with parents and to handle emergencies in the school involving NES/LES students. In all cases, for the students being served, the services delivered appeared to match closely the kinds of services specified in school documents.

11. Student Achievement in English Reading, Language, and Math

Student achievement data from the Spring 1980 administration of the California Achievement Test, as shown in Table 12, indicates that NES/LES students of various language groups are overrepresented in the lower three stanines (23rd percentile) as compared to the national norm groups in the areas of total reading, total language, and total math.

An analysis of the reading scores show that for certain language groups (Chinese, Filipino, Cambodian, Vietnamese, Laotian, and Samoan), 43 to 89.7% are in the lower three stanines in total reading as compared to the national group of which 23% are in the three lower stanines. The Korean group has the smallest percentage in the lower three stanines.

A similar pattern holds for the above language groups on Total Language. The Chinese students show a somewhat lesser representation in the lower three stanines in Language than in Reading.

A considerably different pattern emerges for the above language groups in Total Math. Only the Cambodian, Laotian, and Samoan students are overrepresented in the lower three stanines. The Chinese, Vietnamese, Korean, and Filipino students appear to be achieving at or above the national norm in math.

Table 12
Percentage of NES/LES Students Within Language Groups by Three Stanine Categories In Reading, Language, and Math*

SUBTEST	Chinese	Philippine	Korean	Spanish	Japanese	Samoan	Vietnamese	Cambodian	Lao/ Hmong/ Mien	Other Languages
Total Reading										
%L3S**	50.4	43.0	24.6	43.2	37.0	69.8	54.5	68.6	89.7	54.5
%M3S	43.9	53.5	75.4	54.1	63.0	30.2	43.8	32.0	7.7	40.0
%U3S	5.7	3.5	0	2.7	0	0	1.8	0	2.6	5.5
N	123	86	57	37	27	43	112	25	39	55
Total Language										
%L3S	36.7	41.2	26.8	47.2	16.0	68.2	51.4	64.0	90.0	48.2
%M3S	51.7	57.6	64.3	47.2	64.0	31.8	47.7	36.0	7.5	46.4
%U3S	11.7	1.2	8.9	5.6	20.0	0	.9	0	2.5	5.4
N	120	85	56	36	25	44	111	25	40	56
Total Math										
%L3S	11.5	16.3	4.9	26.3	3.7	41.9	12.4	60.0	40.5	17.9
%M3S	51.9	80.2	45.9	47 4	14.8	55.8	66.9	32.0	52.4	58.9
%U3S	36.6	3.5	49.2	26.3	81.5	2.3	20.7	8.0	7.1	23.2
N	131	86	61	38	27	43	121	25	42	57

*Scores are from the Spring 1980 administration of the California Achievement Test - grades 2-8.

**Abbreviations for Lower, Middle and Upper Three Stanine Percentages.

Longitudinal data on a selected sample of Cantonese-speaking students currently in grades four through six in the Asian site (who represent 33% of that total Cantonese-speaking population) has been collected and analyzed for the analytic strand of the "Language and Literacy Learning in Bilingual Instruction Study." Predictions based on these data place these students, under the present instructional program, at the 46th percentile in Reading at the end of sixth grade and at the 80th percentile in Math. If indeed these predictions are born out, this group of children will have made considerable progress in the direction of the national norms.

DESCRIPTION OF SERVICES - SPANISH SITE

I. DEMOGRAPHIC DATA AND HISTORICAL CONTEXT OF THE PRESENT PROGRAM

A. General Description of the Region and Population Served by the District, Size of the District, Distinguishing Features

The City of El Paso (once known also as Smithville and/or Franklin) dates back to 1827 when ranchos north of the Rio Grande were suburbs of Paso del Norte (today's Ciudad Juárez, México), the then dominant community in the local valley. Today El Paso is a thriving community consisting of over 475,000 inhabitants. Its sister city, Ciudad Juárez, has grown even larger and comprises over 850,000 inhabitants.

The city's growth has often been credited to the influence of the four C's--cattle, copper, cotton, and climate. The four C's provided an early and continuing impetus for growth. Seldom mentioned is a fifth C (Chicanos) whose low cost labor has been a strong factor in luring employers to the region. Major local industries that have evolved over the decades include ore smelting, oil refining, and leather and clothing manufacturing. Production and distribution of natural gas, cement, and lumber have also been important. Wholesale and retail trade have flourished due to the city's large hinterland which extends far into Mexico. Large financial institutions have developed to meet local as well as regional needs. El Paso continues to be a major railway and trucking terminal, and related secondary industries have evolved from them. Heavy federal investments in the form of military installation and border related agencies (e.g., Customs, Immigration Service) have also spurred local growth. Finally, both the Old West frontier heritage and Juárez across the Rio Grande have made El Paso a major tourist attraction.

El Pasoans are proud of the achievements, and they often speak of their town as "the best-kept secret in America." Politicians and other civic

leaders seldom miss an opportunity to extol the Indian, Spanish, and Mexican heritage, frequently using Spanish phrases to stress the point. Invariably, comments are made concerning the local bicultural and bilingual tradition, and the amiable relations between Anglos and Mexican Americans. Many local residents feel that persons of Mexican extraction have lived a happy existence in this desert oasis, and that, unlike other cities, El Paso has provided equal opportunity for all its citizens. Most recently, the city celebrated 400 years of continuous settlement in the area in spectacular fashion, pointing with pride at its many accomplishments.

The El Paso Independent School District (EPISD) is the larger of two districts serving the city of El Paso, Texas. The school district's boundaries encompass the greater part of the current territory of the city. The district consists of 43 elementary schools, four elementary-intermediate schools, three intermediate schools, eight junior high schools, eight high schools, one special education school, and one vocational school. The district is split by Mt. Franklin into a U shape. It is bordered by the Ysleta ISD to the southeast, the Canutillo ISD to the northwest, the state of New Mexico to the west, the Rio Grande and the Republic of Mexico to the south, and Fort Bliss to the north and east. Its proximity to Ciudad Juárez has contributed to the unique problems faced by the district. It is the source of a constant flow of Mexican people into El Paso.

The district serves a student population of 61,359 of which 42,194 or 68.77% are of Hispanic origin. The percentage of economically deprived children residing in the district is 48.92%. Based on the district's comprehensive needs assessment, the El Paso Public Schools currently serve 10,738 educationally deprived students in 32 Title I campuses. These same Title I campuses form part of the 52 campuses providing bilingual instruction

to all 33,471 in grades K-6. Of those 33,471 students, only 11,164 are counted as no or limited English proficient (NES/LES) for reimbursement from state bilingual funds. An additional 1,031 NES/LES students are served in grades 7-12 by English-as-a-Second Language instruction.

B. Educational Practices in Previous Years as Related to Delivery of Services to Language Minority Students

The district initiated instructional offerings geared specifically to provide for the needs of language minority students as early as 1947 before federal funds became available, i.e., English-as-a-Second-Language (ESL) instruction. The instructional offerings were not called ESL classes, rather, they were called by a variety of names--Special English, Oral English, English for Non-English Speakers, etc. With the advent of federal monies, the district began offering a variety of approaches to address these needs. The offerings included a short-lived, experimental bilingual program funded with Education Professions Development Act monies in the late 1960s. Also in the 1960s, the district began offering English-as-a-Second Language classes and remedial reading instruction for those students who experienced difficulties with reading English after they had learned to speak it and to write it. There were also a number of language and reading services offered through a program known as Second Chance. Then in 1970, the district began offering bilingual instruction in three campuses comprised of 100% Mexican American students. This bilingual program was funded under ESEA Title VII.

C. Changes in Services Available to NES/LES Students in Recent Years

The plan for the district's current efforts in bilingual education was developed in the summer of 1972. The planning session was prompted by the conclusion of two major studies. One of the studies was conducted by the

district as part of its participation in a federally-sponsored effort known as Project TREND (Targeting Resources on the Educational Needs of the Disadvantaged). The other study was the two-year investigation of the district by the Office for Civil Rights.

The TREND study bears elaboration. Without it the district would not have been in a position to respond aggressively to the challange posed by the findings of the Office for Civil Rights. The district began its participation in Project TREND in 1971. Project TREND was supported with discretionaly funds available to the U.S. Commissioner of the Department of Health, Education, and Welfare. Its basic design called for a coordinated effort on the part of HEW, the state education agency, and the participating school district. The effort was to focus on having the district design and carry out a comprehensive assessment of its needs, plan and develop the requisite programs to address those needs, plan and develop a budget and evaluation design for the required programs, and develop a consolidated grant application which would enable the district to apply for all federal funds (regardless of source) it might require to carry out the plan. The state and federal role was to be to oversee the operation, provide technical assistance, and make the consolidated application a reality once the school district was through with its protion of the project. The district carried out its commitments to the project. Nonetheless, the federal government was unable to cut through all the red tape required to make a consolidated grant application a reality.

At the conclusion of its investigation the Office for Civil Rights presented its findings to the district's administration and called for corrective action. Because district personnel had just completed their work under Project TREND, not only were they aware of the existence of the

problems and accompanying factors which could limit the district's response, but they also had a possible response already developed. District personnel developed a Comprehensive Educational Plan which incorporated many of the components proposed in the plan developed for Project TREND plus added a number of additional components which were to have a tremendous impact on the district.

Major commitments made in the Comprehensive Educational Plan were designed to address the following major findings of both studies:

1. Subpar performance on standardized achievement tests of language, reading, and mathematics by national origin, minority group students:
   a. Schools averaging 96% enrollment of such students consistently scored below grade level, especially in language related tests;
   b. Schools averaging 62% enrollment of such students consistently scored near the district-wide mean which was slightly below grade level;
   c. Schools averaging 32% enrollment of such students consistently scored at or above grade level.
2. Over representation of national origin, minority group students in classes for the mentally retarded;
3. Under representation of national origin, minority group members in the teaching and administrative ranks of the district;
4. Over representation of national origin, minority group students and teachers in many of the district's schools.

Of particular importance to the district's plan was the overall relationship of certain factors to the student-related findings outlined previously--there was simultaneously a direct correlation between the number and percentage of Mexican Americans and the incidence of poverty and an inverse correlation between the number and percentage of Mexican Americans and high achievement. That relationship meant that there were more resources available precisely where there was the greatest need for more effective programs.

In finalizing the Comprehensive Educational Plan, district personnel organized its contents according to a schematic of Cárdenas and Cárdenas' Theory of Incompatibilities. The major decisions which gave substance to the plan were as follows:

1. It was determined that the district must be administratively reorganized.

    a. A decentralization plan was designed to make the schools more accessible to the people they serve.

    b. A department was organized at the district level to lead the development of new curricula and staff training programs required to address priorities enumerated in the plan.

        (1) The basic English language arts curriculum was to be modified and curricular additions made, i.e., English-as-a-Second-Language, Transfer of Reading Skills, etc.

        (2) The elementary Spanish curriculum was to be modified and curricular additions made, i.e., Language Arts in Spanish, Spanish for Spanish Speakers, and Spanish-as-a-Second-Language.

        (3) Corresponding supplementary curricular offerings were to be developed for implementation with federal funds, i.e., ESEA Title I.

    c. The new department of curriculum and staff development was charged with the tasks of garnering additional fiscal resources and coordinating the use of existing and any future federal and state funds to supplement local efforts.

2. It was decided that a district-wide K-12 bilingual program would be systematically developed and implemented over a 15-year period.

    a. The basic tenet of the program was that children were to begin language arts instruction in their native language and continue to improve their skills in their native language throughout the curriculum; simultaneously, they were to begin to study a second language, eventually achieving adequate performance in both.

    b. The basic plan called for student language assessment, curriculum development, materials acquisition, and staff development to precede implementation of the bilingual program by a full year.

    c. The schools were to be phased in <u>in groups</u> according to need.

        (1) Schools averaging 96% minority students were designated Priority I and were to begin participation the first year the plan went into effect.

(2) Schools averaging 62% minority students were designated Priority II and were to begin participation the second year.

(3) Schools averaging 32% minority students were designated Priority III and set to phase in the third year.

d. Students also were to be phased into the program designated by grade levels.

(1) The first year of participation for any given set of schools, all students in Grades K-1 were to be included.

(2) Each succedding year, the next higher grade level was to be added until all students in all grades were participating in the program.

e. Since the main goal of the program was to close the identified achievement gaps in English between various groups of students, the implementation pattern would facilitate the evaluation of the impact of the program.

f. Federal resources were to be used for start-up costs only, with the district scheduled to take over maintenance of the program beginning the second year of implementation.

3. It was concluded that operational procedures would be developed for Special Education.

a. Special Education supportive staff was to be centralized to fit the new area superintendent concept.

b. Special Education staff was strenghtened by the assignment of qualified and certified bilingual, bicultural appraisal specialists to each area superintendent's staff.

c. All Spanish surnamed students enrolled in Special Education were to be re-evaluated to ensure none were assigned due to a lack of English skills and to establish procedures which would assure that no students would be misassigned in the future.

4. It was determined that changes would have to be made in personnel practices in the district.

a. A concerted effort would be made to recruit minority personnel, especially bilingual personnel.

b. Teachers were to be reassigned to reduce the number of minority teachers in schools which exceeded the system-wide average of minority teachers.

(1) The only exception to the new policy of maintaining uniform proportions of minority teachers would be those who were needed for instructional program purposes.

(2) For bilingual education, a staffing pattern was devised which required set ratios of bilingual (B) to monolingual (M) teachers.

(a) Ratios would provide a permanent, locally-funded staff, avoiding a continuous need for external funding to maintain the program.

(b) The ratios would ensure enough bilingual teachers for the components requiring Spanish language instruction.

(c) The ratios called for teachers to work together in teams or in cooperative teaching arrangements.

(d) The ratios were based on the needs of the groups of schools and keyed to the number of sections per grade.

	Priority I Ratios	Priority II/III Ratios
1 section	1B:0M	1B:0M
2 sections	2B:0M	1B:1M
3 sections	2B:1M	1B:2M
4 sections	1B:0M; 2B:1M	1B:1M; 1B:1M
5 sections	2B:0M; 2B:1M	1B:1M; 1B:2M
6 sections	2B:1M; 2B:1M	1B:2M; 1B:2M

c. A long-range plan was to be developed to facilitate the improvement of staffing patterns by providing the needed training through paid preservice training and/or released time inservice training.

d. A long-range plan was to be developed to provide and support the identification, multi-level entry, and placement of Mexican Americans and other minority group members into all levels of the school system.

In the years following the adoption of the Comprehensive Educational Plan by the El Paso Board of Trustees and its negotiation with the Office for Civil Rights, many legislative, executive, and judicial decisions have

had an impact on the district's bilingual program:

1. The Emergency School Aid Act. Its passage enabled the district to secure funds to cover the development costs of its program.

2. Senate Bill 121 (Texas). Its passage enabled the district to receive some state funds for the maintenance of its program.

3. Lau vs. Nichols. The Supreme Court's decision in this case helped to justify the district's somewhat controversial actions in the Comprehensive Educational Plan of 1972.

4. House Bill 1126 (Texas). Its passage ensured continuation of state support for bilingual education plus initiated state funds for compensatory education.

5. Alvarado vs. El Paso ISD. The Court ordered the district to (a) initiate student movement to bring about a balance in the ethnic composition of its schools, and (b) to develop a plan for meeting personnel goals first articulated in the CEP; the Court dismissed charges of discrimination through its instructional programs, citing the achievements since the implementation of the CEP as one of the reasons.

6. Senate Bill 477 (Texas). Its passage enables all school districts to implement the dictates of the Federal Court in US vs. Texas.

II. CURRENT STUDENT POPULATION AND INSTRUCTIONAL PRACTICES

A. Characteristics of the Student Population

The district serves a number of language groups with its instructional programs. The greatest number of NES/LES students served are those of Hispanic origin. Of this group, 11,164 participate in bilingual education (in 1981-1982) in grades K-6 in 52 of the district's campuses. An additional 973 received English-as-a-Second Language instruction in grades 7-12. There are also 58 students that were served in ESL who are native speakers of a number of languages other than Spanish. These are distributed as follows:

1. Arabic - 16 students in 4 schools and 6 grades.
2. Chinese - 4 stxdents in 3 schools and 3 grades.
3. Danish - 1 student in 1 school and 1 grade.
4. Dutch - 6 students in 1 school and 4 grades.
5. Filipino - 1 student in 1 school and 1 grade.
6. French - 4 students in 3 schools and 4 grades.
7. German - 3 students in 2 schools and 2 grades.
8. Greek - 1 student in 1 school and 1 grade.
9. Korean - 13 students in 7 schools and 9 grades.
10. Lebanese - 1 student in 1 school and 1 grade.
11. Russian - 2 students in 2 schools and 2 grades.
12. Samoan - 1 student in 1 school and 1 grade.
13. Vietnamese - 5 students in 2 schools and 4 grades.

Most of the students reported in these programs are native born. The numbers reported as being served primarily through ESL instruction are primarily immigrants. Many of the students in grades 3-6 are also

immigrants, the younger siblings of those being served by the ESL program; however, they are not normally kept track of in this manner. These students are a highly mobile group, but not like migrants. In other words, their movements are within the district boundaries or the city limits. As reported previously, the district has a high percentage of economically deprived students. The percentage on free lunch for the 1981-82 school year was reported at 48.92%. Based on this district-wide figure, a total of 32 Title I eligible campuses were identified and ultimately selected to receive the corresponding services.

B. Educational Services Available to Language Minority Students

1. Organization for Instruction at the District and School Level

The district's organization for instruction was described in the preceding section of this report. Because of its approach, the district has managed to cope successfully with the many changes which the last ten years have wrought. Chief among the benefits of this approach was the flexibility to maximize the use of the funds available to the district. It was one of the first districts in Texas to use ESEA Title I funds extensively in support of bilingual education. This was possible only after the district had developed and implemented a basic program of bilingual instruction. Additionally, the district was able to take full advantage of state categorical aid as soon as it became available.

The Court's decision in Alvarado vs. El Paso ISD presented the district with a challenge. The instructional offerings implemented as a result of the Comprehensive Educational Plan were designed to extend equal educational opportunity without student movement. The Court's orders required that students of Priority I, II, and/or III campuses be brought together for instruction after the district had rezoned attendance areas or instituted bussing to

establish a balance in ethnic group composition. The implementation of the Court's orders required adjustments in staffing, staff training, materials distribution, etc. However, it required no change in the basic program offerings set out in the CEP.

Unlike other districts who have suffered from competing innovations, the El Paso ISD has succeed in coordinating seemingly competing programs and funding sources by focusing its development efforts on the needs of students and staff at the campus level. Each school is staffed according to the aforementioned ratios. The basic program is taught by the regular classroom teacher. Schools may use a number of approaches to implement the program--some use a self-contained approach; others combine a self-contained and cooperative teaching approach; still others use a departmentalized approach, especially in grades 4-6. Regardless of the approach, it is the responsibility of the regular classroom teacher to teach the basic components of the program --reading in Spanish, transfer reading, and English or Spanish as-a-Second Language. In eligible schools Title I funds are then used to supplement the reading in Spanish in grades 2-3, transfer of reading in grades 2-6, and English-as-a-Second Language in grades 1-3. State Compensatory Education funds are used to employ English-as-a-Second Language teachers in grades 4-12. State bilingual education funds and local district funds are used to purchase instructional materials and supplementary texts plus to underwrite an on-going staff development program.

Language assessment of students is carried out with a district-wide approach. The assessment is conducted by trained staff at each of the participating schools. The tests used are the "Oral Language Dominance Measure" (in grades K-3), the "Oral Language Proficiency Measure" (in grades 4-6), and the "Comprehensive English Language Test" (in grades 7-12). This

approach enables the campus to carry out language assessment of all new students within two weeks of enrollment.

Language proficiency assessment in both English and Spanish is conducted in grades K-6; this assessment is conducted only in English in grades 7-12. This is because the district is prepared to respond to student needs in both languages in the elementary grades but in only one in the upper grades. Each measure has its corresponding criteria for determining language proficiency. Based on the results of the testing, students are provided instruction in the program components appropriate for their category.

2. Language Services Provided

The language services provided each category of student may be generally described as follows:

a. English Dominant Students receive the typical all-English instructional program; however, in grades K-3, they receive 30 minutes daily of Spanish-as-a-Second Language (SSL) instruction ; in grades 4-6, they receive 45 minutes daily of SSL instruction or Spanish for Spanish Speakers (which includes reading in Spanish), whichever is appropriate; while in grades 7-12, Spanish becomes an elective.

b. Bilingual Students receive the same curricular offerings offered to English dominant students, except that they participate in Spanish for Spanish Speakers (SSS); SSS begins as an oral Spanish language program for speakers of the language and becomes a reading-in-Spanish program once the students have learned to read in English.

c. Spanish Dominant Students participate in a language arts in Spanish comparable to that offered to English dominant and bilingual students; they receive 30 minutes daily of English-as-a-Second Language (ESL) instruction in grades K-3. They receive instruction in mathematics, science, and social studies in English, using an ESL approach or Spanish language preview/review techniques. In grades 4-6, these students receive 90 minutes daily of instruction in ESL plus 45 minutes of SSS instruction (usually reading in Spanish and concept development). The rest of the curriculum is presented in English, using an ESL approach. In grades 7-12, these students receive 90-100 minutes daily of instruction in ESL.

d. Bilingual Transfer Students were once classified as Spanish dominant and have met the criteria for transferring their reading skills from Spanish to English. They begin to read in a reading series designed to bridge the gap between the Spanish basals and the regular English basal readers. They continue to read in Spanish in their SSS class. The time devoted to each subject matter area depends on the grade level of the student, i.e., 60 minutes of language arts in English in grades 1-3 plus 30 minutes of SSS, or 90 minutes of language arts in English in grades 4-6 plus 45 minutes of SSS, etc.

Besides the basic services generally described above, the students may receive additional instructional services from staff available at many of the district's campuses who qualify for state or federal categorical funds. These instructional services were developed after the basic program and were designed to supplement the services provided by regular teachers to Spanish dominant, bilingual transfer, and bilingual/English dominant students. Because the first two student categories are educational deprived by definition, they do not perform at grade level in English, the students are systematically scheduled to participate in the following Title I classes in grades 1-3:

(1) Language Arts in Spanish

Participants receive small group instruction in vocabulary development, word analysis skills, word recognition skills, structural analysis, comprehension skills, literary development, and study skills for reading in Spanish.

(2) Language Arts, English--Stage 1

Participants receive small group instruction in English-as-a-Second Language. Instruction includes vocabulary development, morphological development, syntactical development, and oral comprehension.

(3) Language Arts, English--Stage 2

Participants receive small group instruction in decoding and encoding skills. Instruction includes the development of the oral pre-

transfer skills, vocabulary development, phonological development, morphological development, syntactical development, reading comprehension and composition.

Additionally, bilingual and English dominant students who experience difficulty in reading in English are scheduled to participate in the following class in grades 2-3:

(4) Language Arts, English--Stage 3

Participants receive small group instruction in decoding and encoding skills. Instruction includes vocabulary development, phonological development, morphological development, syntactical development, reading comprehension and composition.

In grades 4-6, the acquisition of English language skills is given greater emphasis. The increasingly small number of Spanish dominant and bilingual transfer students are scheduled for small group instruction in the following classes:

(1) English-as-a-Second Language

Participants receive small group instruction to facilitate the acquisition of English language skills, i.e., listening, speaking, comprehending, and thinking. Students are also taught to read and write the structures they can say and understand. Students are helped to acquire the functional level necessary to participate in the content classes in the regular classroom.

(2) Transfer of Reading Skills

Participants receive small group instruction in decoding and encoding skills. Instruction includes vocabulary development, phonological development, morphological development, syntactical development, reading comprehension and composition.

Bilingual and English dominant students who experience difficulty in reading in English are scheduled for the following class:

(3) Reading Achievement Laboratory

Participants receive small group instruction in word perception, vocabulary development, reading comprehension, and study skills. This is a diagnostic-prescriptive approach which uses a variety of multimedia instructional aids to help the students.

The cornerstone of the school district's bilingual program is the original decision that students were to become literate in their dominant language prior to reading the second, even though they were to be taught the second language at the same time they were being taught literacy skills in the dominant one. A part of that decision was another which called for students to continue to develop their literacy skills in both languages through grade 6. Consequently, there exists no collective set of variables which can be referred to as "exit criteria" in the district. Students do not exit. In El Paso, students transfer. Even after they transfer reading skills from one language to the other, they continue to receive instruction in reading both.

The establishment of transfer criteria was the district's attempt to establish threshold level criteria. According to Cummins (1979)[1], threshold level is the level which must be attained in a language in order to profit from instruction in that language. Cummins suggests that the development of second language competence is a function of the level of the child's first language competence. This implies that since competence in the second

[1]Cummins, J. Linguistic interdependence and the educational development of bilingual children. Review of Educational Research, 49 (2), 1979, 222-251.

language depends on the level of competence in the first language, attainment of the threshold level in the first language must be ensured. In a number of studies--the Finnish in Sweden (Skutnabb-Kangas & Toukomaa, 1976)[2]; Frankophone minority groups in Manitoba (Hébert et al., 1976)[3] and Alberta (Cummins, 1979)[4], and Navajo children in Rock Point (Rossier & Farella, 1976)[5]--initial teaching in the mother tongue plus second language classes has led to higher levels of linguistic performance in both the first and second language relative to those students receiving initial instruction only in the second language.

The district's plan called for the establishment of threshold levels in both Spanish and English. Literacy in Spanish was the program developers' threshold level to be attained in Spanish. The English language threshold level was the attainment of a level five on the English portion of the Oral Language Dominance Measure or the Oral Language Proficiency Measure. Establishing a definition for literacy was a complex process. After numerous attempts, the district's personnel settled on an approach which calls for the classroom teacher to have the final say. Teachers are asked to assess mastery of a number of language arts and reading skills in the following areas: phonetic analysis, word analysis, structural analysis, comprehension

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[2]Skutnabb-Kangas, T., & Toukomaa, P. Teaching migrant children's mother tongue and learning the language of the host country in the context of the sociocultural situation of the migrant family. Helsinki: The Finnish National Commission for UNESCO, 1976.

[3]Hébert, R. et al. Rendement académique et langue d'enseignement chez les élèves franco-manitobains. Saint Boniface, Manitoba: Centre de recherches du Collège Universitaire de Saint-Boniface, 1976.

[5]Cummins, Linguistic interdependence.

[5]Rossier, P., & Farella, M. Bilingual education at Rock Point - some early results. TESOL Quarterly, 10, 1976, 379-388.

and expression, writing and composition, and study habits. These skills were identified and selected by teachers of reading in Spanish and represent the minimum set of skills necessary for literacy.

3. Availability of Resources and Appropriate Materials

When the district developed its Comprehensive Educational Plan there was little or no support available for its efforts in areas which are essential for the implementation of a new curriculum. There was no bilingual teacher preparation program available at the local university. There were no state-provided or recommended language proficiency assessment instruments. There were no state-provided or recommended curriculum materials. Consequently, the first task facing district personnel was the acquisition of those fiscal resources which would make possible the mobilization of human resources to carry out all the tasks implied by the scarcity of resources stated previously.

First, the district began the planned reallocation of Minimum Foundation Funds to assure staffing and replenishment of instructional materials (the plan called for the cost of the development of materials to be borne by external funds to be garnered). Secondly, the district began the search for external funds. Since 1972, the district has successfully competed for a variety of federal funds. The funds were used to develop or acquire the necessary staff development components, assessment materials, instructional materials, and evaluation materials. A summary of those funds acquired and their use follows:

a. Project TREND funds (which continued to be available for three years after the completion of the needs assessment and program planning phase) were used to develop and carry out the staff development activities required for the effort.

b. Emergency School Aid Act (Basic and Bilingual) funds were successfully competed for continuously from 1973 through 1978.

These were used to employ teachers as staff trainers and and curriculum developers under the direction of district supervisory personnel. These funds were used to evaluate available curricular materials and thus minimize the subject areas for which development activities were required. The funds were used in the development of the first version of the Oral Language Dominance Measure. The instructional program was served by the use of these funds to acquire materials for use in the classroom the first year of implementation in any school and in any grade level. Finally, these funds were used to employ bilingual teacher aides for the first two years the program was implemented.

c. ESEA Title IV-C funds were used for the development activities which produced the Oral Language Proficiency Measure.

d. ESEA Title I funds have been used to provide teachers, instructional materials, and evaluation materials for the supplementary programs which were developed and implemented in support of the new bilingual curriculum.

e. ESEA Title VII funds were used to provide staff development activities and instructional materials development for the district's program in grades 4-6. This has traditionally been the district's smallest grant.

f. State Bilingual funds were used to provide instructional materials, some staff development support, and evaluation materials.

g. State Compensatory Education funds have been used to provide staff and instructional materials support for the English-as-a-Second Language components in grades 4-8.

The passage of Senate Bill 121 by the 63rd Legislature assured the district of state support for its bilingual education efforts and promised to increase that support in vital areas such as the provision of state-supported textbooks and the development of bilingual and ESL teacher preparation programs in Texas universities.

4. Information About Program Evaluation and Student Outcomes

a. Frequency and Type of Program Evaluation

Because all the implementation efforts were supported by federal funds, each year's implementation activities have been accompanied by pre- and posttesting. The testing has involved language proficiency assessment,

criterion-referenced testing and achievement testing. Not only has the district's basic instructional program been subjected to such scrutiny, but also all the supplementary instructional programs. Given the nature of the district's program, there have been no traditional control groups against which to measure the success of current efforts. Instead, the yearly testing allows district personnel to compare the performance of its students across time and supposed cumulative impact of the various programs for which students have been targeted.

b. Extent to Which Program Evaluations are Used to Modify the Program Design and Kinds of Modifications Made

The various evaluation results are shared with program developers and staff trainers. These have been used to make curricular changes and as indicators of areas which require strengthening. This has been true primarily of criterion-referenced testing. Norm-reference achievement testing has been used for both overall program evaluation and continuous updates of the district-wide needs assessment. The number and percentage of underachievers by school and grade level is compiled and used to determine the number and type of supplementary teaching staff which each school is eligible for and will receive from each funding source.

c. Length of Stay of Students in Bilingual Education Programs and/or Duration of Special Language Assistance/Instruction

The length of stay of students in bilingual education is a minimum of seven years by design, i.e., students receive instruction in both languages throughout their elementary school career. The usual time a student requires to meet the transfer criteria and be helped to transfer his reading skills from Spanish to English is three years. The results of language proficiency testing show that in most of the Priority I schools (which have better than 60% Spanish dominant students in grade one) better than 85% of

the students have become bilingual and have begun to transfer their reading skills to English by the start of grade three. This does not mean that the district does not continue to have Spanish dominant students in grades four and and above. Some students transfer in grade four and still others in subsequent grades. This latter group, however, mostly consists of those who are new students to our schools from other countries, primarily Mexico. The supplementary programs described previously are available throughout the grade levels because students needing the services they offer may be found in all grades.

d. Match Between Services as Administratively Described and Actually Delivered Within Schools and Classrooms

The match between services as administratively described and actually delivered within schools and classrooms has been assured not only by district monitoring, but also by the yearly monitoring of district activities by the Office for Civil Rights, the appropriate federal program officers from either the Dallas Regional Office of HEW or Washington, and/or the Texas Education Agency. Additionally, the district has participated in a few national studies and an even greater number of local studies conducted by university students. All these have provided the district with ample evidence that the program has been by and large implemented as designed. Where there have been problems, action has been taken as promptly as possible to effect corrective action.

e. Student Academic Achievement in Reading, Language, and Math

The El Paso School District uses a variety of measures to document and report student achievement data. For the purpose of this study, the results of the California Achievement Test (CAT) are the most appropriate for the discussion of academic student achievement. The CAT is presently administered in both the fall and spring in grades 4, 6, 8, and 10. only.

Summary statistics are reported by grade level within schools and across schools. Unfortunately, they are not broken down by categories of students (e.g., Title I, Spanish dominant, bilingual transfer, English dominant, bilingual) nor by students who have undergone particular programmatic treatments. However, as can be seen in Figure 3, El Paso students in grades 4, and 6 in 1981 were performing below the national median in Reading and Language and near the national median in Math. In grades 8 and 10 they are near the national median in all three areas. Summary statistics over the past five years show steady progress toward the national median in grades 4, 4, and 8 in Reading, Language, and Math; only slight gains have been made in these areas by 10th grade students (see Figures 4 and 5).

Data from the 1982 (Spring) administration of the CAT in schools selected for the study are shown in Table 13. These include median scores in Reading, Language, and Math for 4th and 6th grade students in those schools. The table also includes information on the percentage of students in those schools who are receiving ESL, bilingual, and Title I services. Both Title I and non-Title I schools are included. When considering student performance in these schools, it is important to remember that Title I schools have a large number of low income youngsters and that students selected for Title I services are by definition performing below grade level. It is also important to point out that the median scores presented in this table are for all students in a particular grade level and not those of NES/LES students exclusively. In examining the information presented in Table 13, it is not surprising to find that students in non-Title I schools are outperforming those in Title I schools in Reading and in Language. This finding is expected, given the nature of the student population served in these schools. Similarly, non-Title I schools have a small percentage of students

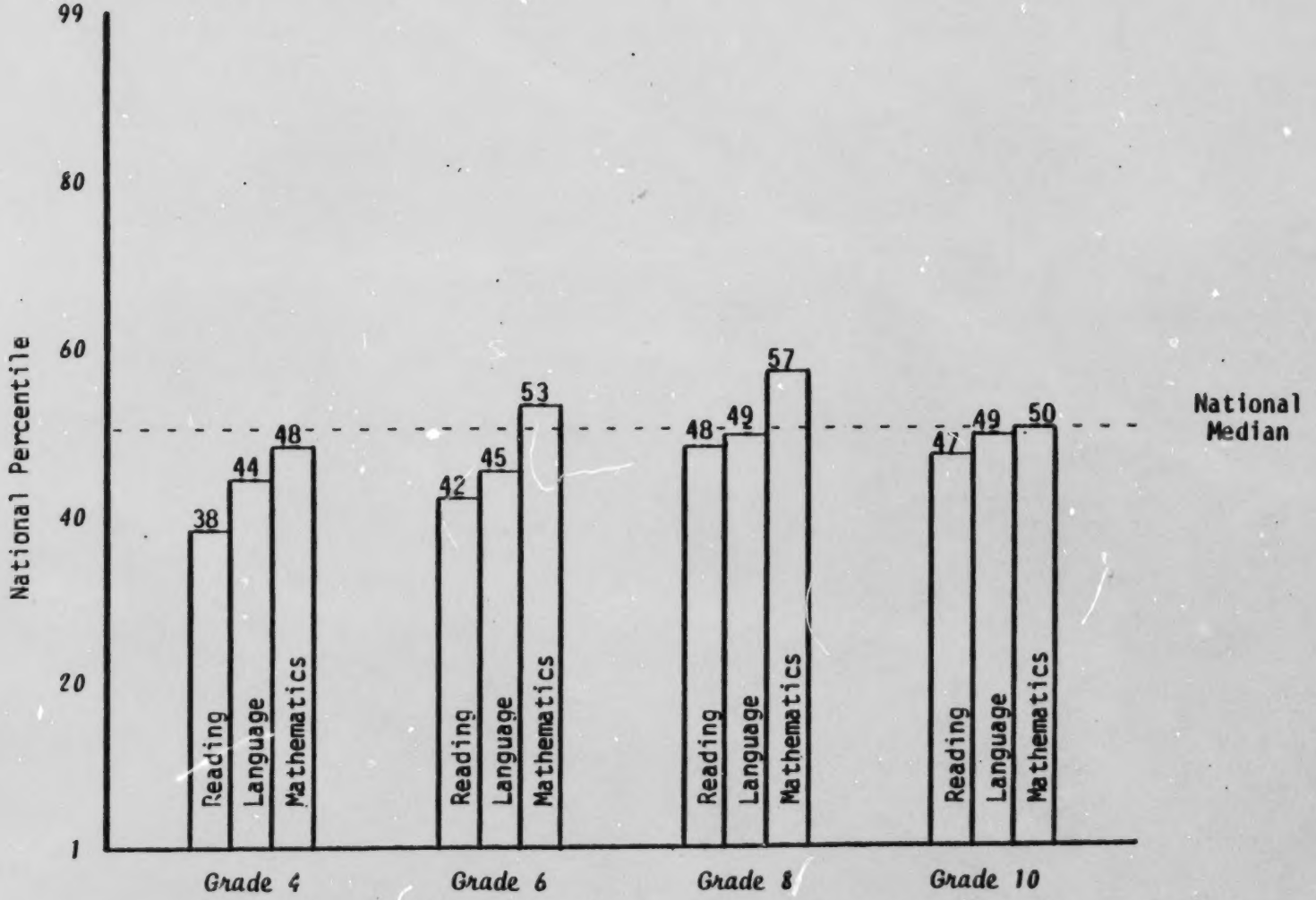
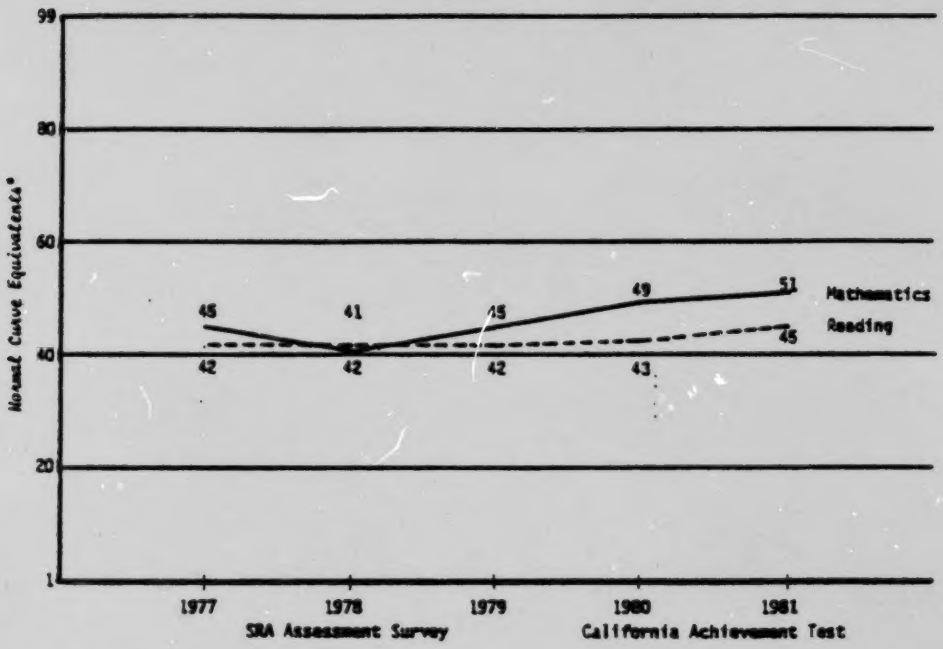


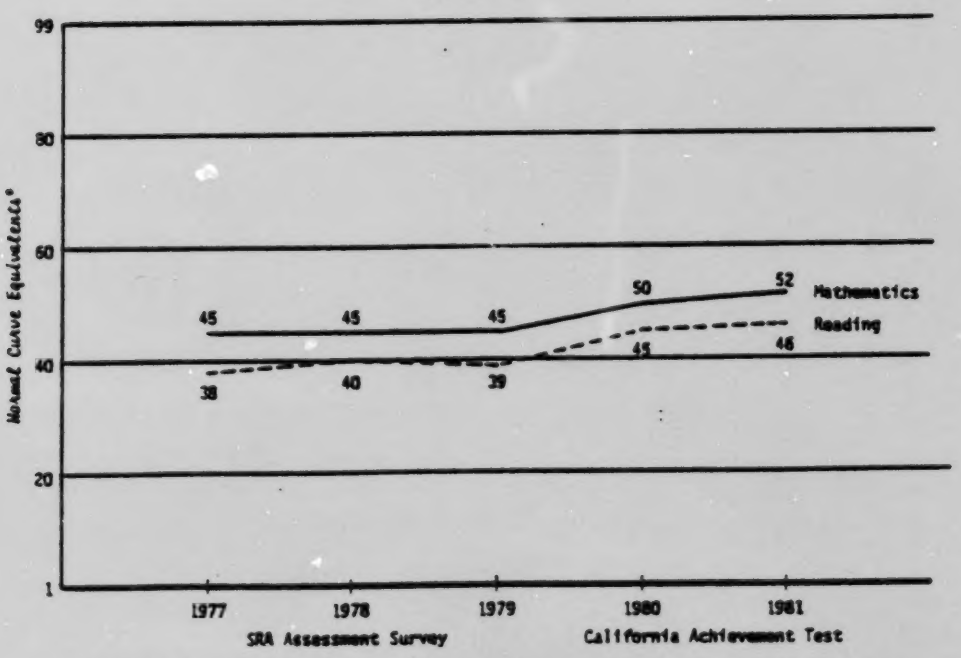
Figure 3. A comparison of the median district percentiles with the median national percentiles of student performance on the California Achievement Test (1981) in the El Paso Independent School District.

Grade 4



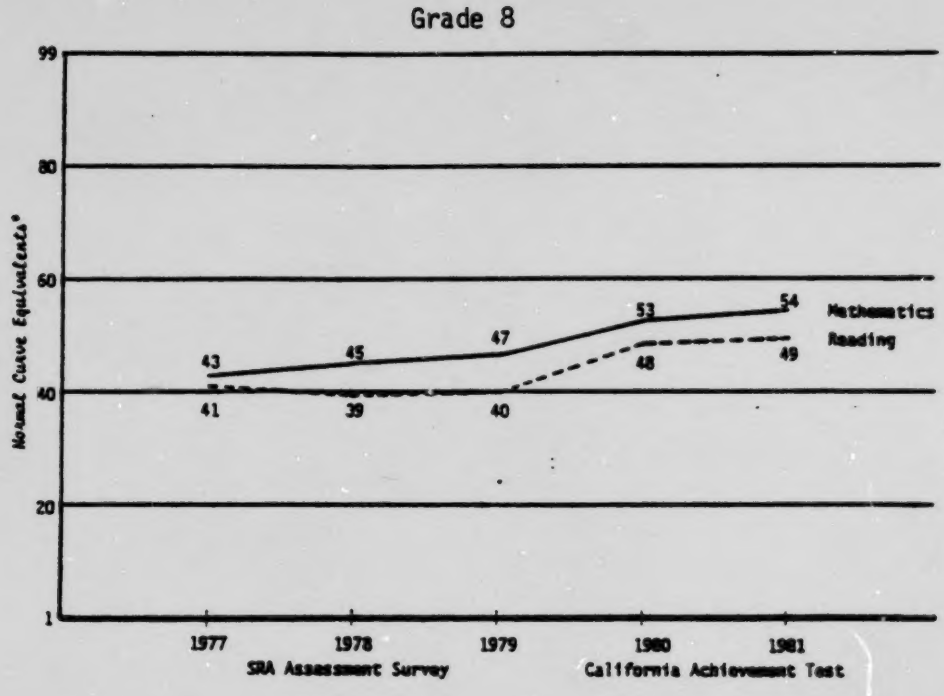
*An NCE is a statistical tool which allows results of different achievement tests to be compared.

Grade 6

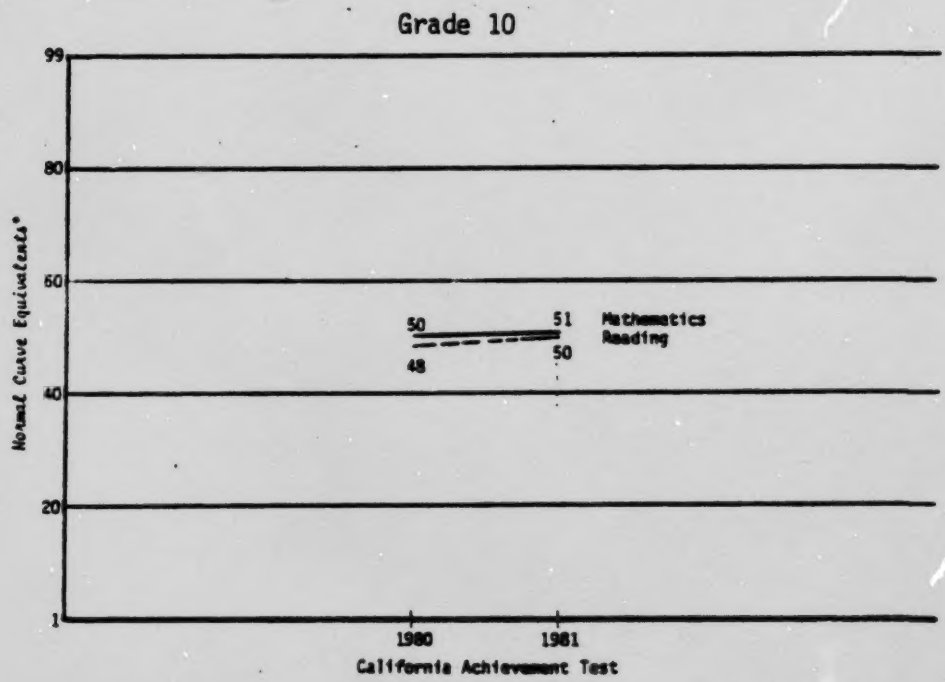


*An NCE is a statistical tool which allows results of different achievement tests to be compared.

Figure 4. Student achievement results of 4th and 6th grade students in the El Paso Independent School District from 1977 through 1981.



*An NCE is a statistical tool which allows results of different achievement tests to be compared.



*An NCE is a statistical tool which allows results of different achievement tests to be compared.

Figure 5. Student achievement results of 8th and 10th grade students in the El Paso Independent School District from 1977 through 1981.

TABLE 13
Distribution of Scores on the California Achievement Test in Selected Schools in the El Paso Independent School District in the Spring of 1982

	Schools		Total Students	% Hispanic Students	% Title I Students	% Students in Bil. Ed.	% of Students in ESL Classes	CAT Scores					
								Grade Four			Grade Six		
								Reading	Lang. Arts	Math	Reading	Lang. Arts	Math
Title I	Clardy	k-5	879	99	28	34	0	39	50	52	-	-	-
	Henderson	6-8	1339	95	36	-	5	-	-	-	34	42	55
	Crockett	k-8	1150	91	26	20	1	38	44	46	41	42	53
	Lee	k-5	1166	74	32	31	0	35	44	54	-	-	-
	McGoffen	7-8	554	82	39	27	0	-	-	-	36	42	43
	Roosevelt	4-6	398	99	48	60	0	21	27	51	24	27	51
Non Title I	Mesita	k-7	544	47	0	7	7	55	66	67	68	84	74
	Park	k-6	629	39	0	3	0	62	70	60	63	68	74
	Newman	k-6	973	56	0	14	0	48	53	51	48	45	57

who are in need of bilingual education and/or English-as-a-Second-Language instruction. In Math, students in both Title I and non-Title I schools are performing at or above the national median.

When comparing student performance in the Title I schools in the study with district norms, one finds that these students are performing in general at about the district median; they are, however, somewhat below the national median, particularly in Reading and Language. Of the three non-Title I schools in the study, all are at or above the district median in Reading, Language, and Math, and two are above the national median as well. One of the schools is below the national median in Reading and Language, with math scores comparing favorable with the school population nationwide.

In summary, student achievement in this heavily-impacted Spanish-speaking area, while not at the national median at this point in time, is showing steady progress toward that goal. School district officials attribute much of this progress to differential and appropriate programmatic treatment of their students in the various language categories.

DESCRIPTION OF SERVICES - NAVAJO SITE

GENERAL DESCRIPTION

The New Mexico public school system serves one of the largest populations of minority group children of any state in the nation, with a substantial number of limited English proficiency. Ten years ago 40.8% were of Spanish surname; 2.2% were Black; and 7.5% were American Indian. Only six years later the percentage of American Indian children in the public schools of New Mexico had risen to 15.2%, with a large number of them enrolled in certain school districts.

The largest group of Indians currently residing in New Mexico is the Navajo tribe. After years of fighting and mistreatment by the white man during the frontier era, these people were made military prisoners and interned at Fort Sumter in eastern New Mexico for a period of years. Survivors were allowed to return to the reservation under terms of a treaty concluded in 1868. It is from this group, and the few who managed to elude capture and remain in the reservation area, that the present Navajo nation has developed. Most of the Navajo Indians today live in the mountainous area encompassing northeastern Arizona and northwestern New Mexico, and much of Navajo legend centers around sacred mountains and different wildlife living in the area. Because of these legends and the feeling of a strong unified bond with nature, the Navajos have come to love their land dearly.

Even today, many of the Navajos are sheepherders, and status in the community depends to a large extent upon the number of sheep that an individual owns. Local medicine men still hold much respect in Navajo communities and licensed physicians in this isolated area are scarce.

But making a living as a Navajo in today's world is a difficult undertaking. It is estimated that more than 60% of the Indian population living

on the reservation are unemployed, with a substantial number of the remainder being underemployed. Thus, in order to survive, the Navajo reservation receives a large chunk of federal money each year, much of it coming from the Bureau of Indian Affairs. This money is targeted for a variety of purposes. For example, it provides aid to indigent families, offers free school lunch programs, and provides operating funds for day schools as well as boarding schools.

Whereas public schools are by far the most common source of education for children in the United States, there are a total of four main types of schools that serve children who reside on or near the Navajo reservation: (a) BIA schools; (b) contract schools; (c) public schools; and (d) private church schools. The Bureau of Indian Affairs (BIA) supports both day schools and boarding schools, with the money being channeled through a Navajo education agency. Funds for contract schools also come from the BIA under the provision of self-determination; school officials have the responsibility to insure that the schools' operation, policy and practice are consistent with a written contract which is negotiated through the BIA. Both public and private schools serve the reservation as well. Many of the private schools are church operated and have been in operation for many years. Parents have considerable flexibility in deciding whether their children should attend a BIA school, contract school, public or private school, and although families on the reservation are very stable in residential mobility, it is not uncommon for children to transfer back and forth from one school to another.

The focus of this study is on two schools serving Navajo children who reside on or near the reservation. One of these schools is a BIA-operated boarding school while the other is a contract day school. A detailed description of each of these schools is presented below.

I. DEMOGRAPHIC DATA AND HISTORICAL CONTEXT OF PRESENT PROGRAM

A. Description of the Region and Population Served by the School - School #1

School #1 is located in the northwestern section of New Mexico in an isolated rural area accessible only by dirt road. Two Navajo chapters are served by the school. The nearest town is 12 miles away over a mountain pass, while the nearest city is 35 miles away. The school services a 125 square mile area, and the school's veteran bus driver transports 88 children to and from school on 93 miles of bus route, mostly on unpaved roads. Many of these roads become totally impassable at certain times of the year because of rain or melting snow. Approximately 23 children are driven to the school each day by their parents, with six children of staff members living on the school compound.

The school sits on reservation land in an area often referred to as the "checkerboard" area because of the existence of privately-owned, publicly-owned, and Indian land all within the same geographical area. It is possible to drive only 10 miles or so and pass through all of these types of land. The reasons for the "checkerboard" area are complex and have a definite link to the history of the reservation, how it was created and how the land was partitioned many years ago. Many of the Navajo people own the land on which their homes were built; however, in past years it has been illegal to sell any of this Indian land outright, although it could be traded for other types of land. Only very recently has it been possible for the Indians to sell their land, if they desire, and it is unclear what effect this may have on the future of the reservation, especially since numerous companies could benefit greatly from the natural resources in the area.

One of the main problems of living in this isolated rural area is the lack of jobs. Except for a trading post with gasoline pumps which is owned

by an elderly Mormon couple, no other businesses are within about a 15-mile radius from the school. The only other nonresidential building near the school is a small Christian church which serves the community. Consequently, most of the Navajo adults in the area are either unemployed or are sheep-herders or weavers, silversmiths, or similar craftsmen. In the past, there was also a substantial number of residents employed in nearby mines or in the closest city which is referred to as the "Uranium Capital of the World." Today many of the mines are closed down, and there are fewer opportunities of obtaining a job.

In spite of the lack of job opportunities, the Navajo population on the reservation has remained surprisingly stable for many years, with the vast majority of adult residents having been born in the area. Although many of the Navajo people of the community are of a very low socioeconomic status and depend upon the federal government for economic aid, they are proud of their Indian heritage and feel a strong love for their land. The Navajo language is still the dominant language used in the home, and many of the adults speak little or no English and have had little or no formal education. Much of the reason for lack of education among older Navajos stems from the isolation of their life style and housing patterns. Roads were primitive. School buses were nonexistent, and it was a real hardship for Navajo families to transport their own children to and from school. Most schools were boarding programs, and the children were separated from their families for months, or even years, once enrolled, and many families resisted this disruption in traditional family life. Now, however, parents have more options concerning both where and how to send their children to school. When parents were interviewed earlier this year many of them stated that they wanted their children to be able to become speakers of both the English and Navajo

languages; thus they are concerned about the quality of education for their children.

B. Historical Account of Past Instructional Practices

School #1 has been serving the two Navajo communities in the area since at least the mid-1960s, at which time it was being operated directly through the Bureau of Indian Affairs (BIA). However, it was serving children in kindergarten through grade 3 only, while the school currently serves children through grade 6. With increasing competition from other schools in the region, enrollment gradually diminished until there were only 32 students in 1971-72.

The decision of the BIA to close this school caused many members of the community much dismay. Rather than close the school, community support resulted in the school receiving "contract" status. Under this arrangement, a local school board was formed which consisted entirely of Navajo tribal members from the two local chapters. Beginning with the 1972-1973 school year, the school board took control of the school under the Johnson O'Malley and Bery Indian Acts, and continued this control with the passage of the Indian Self Determination and Educational Assistance Act in 1975. The school's contract still had to be authorized by the BIA, but the local community now had acquired considerable control over the directions that the school's policy and practice should take.

1. Funding

One administrator who was hired by the school board in 1972 has been very active over the years in acquiring base and supplementary funding for the school; he is currently employed as the Director of Special Projects. Depending upon the amount and types of funds received, the staffing patterns have changed somewhat at the school during the last ten years.

Initially, funds were acquired in 1974-75 for a Title VII curriculum development planning grant, and the next year a three-year grant was obtained through Title IV-A to hire specialized curriculum resource people to work with the teachers. From individual interviews conducted with several of the school personnel, it seems that during this period of time an emphasis was placed on hiring individual specialists to help teachers with their planning of curriculum. During the past six years, however, this personnel-based approach gradually has changed to an emphasis on the active development of innovative curriculum. A separate curriculum department with writers and artists has been developing culturally-relevant materials in both the Navajo and English languages.

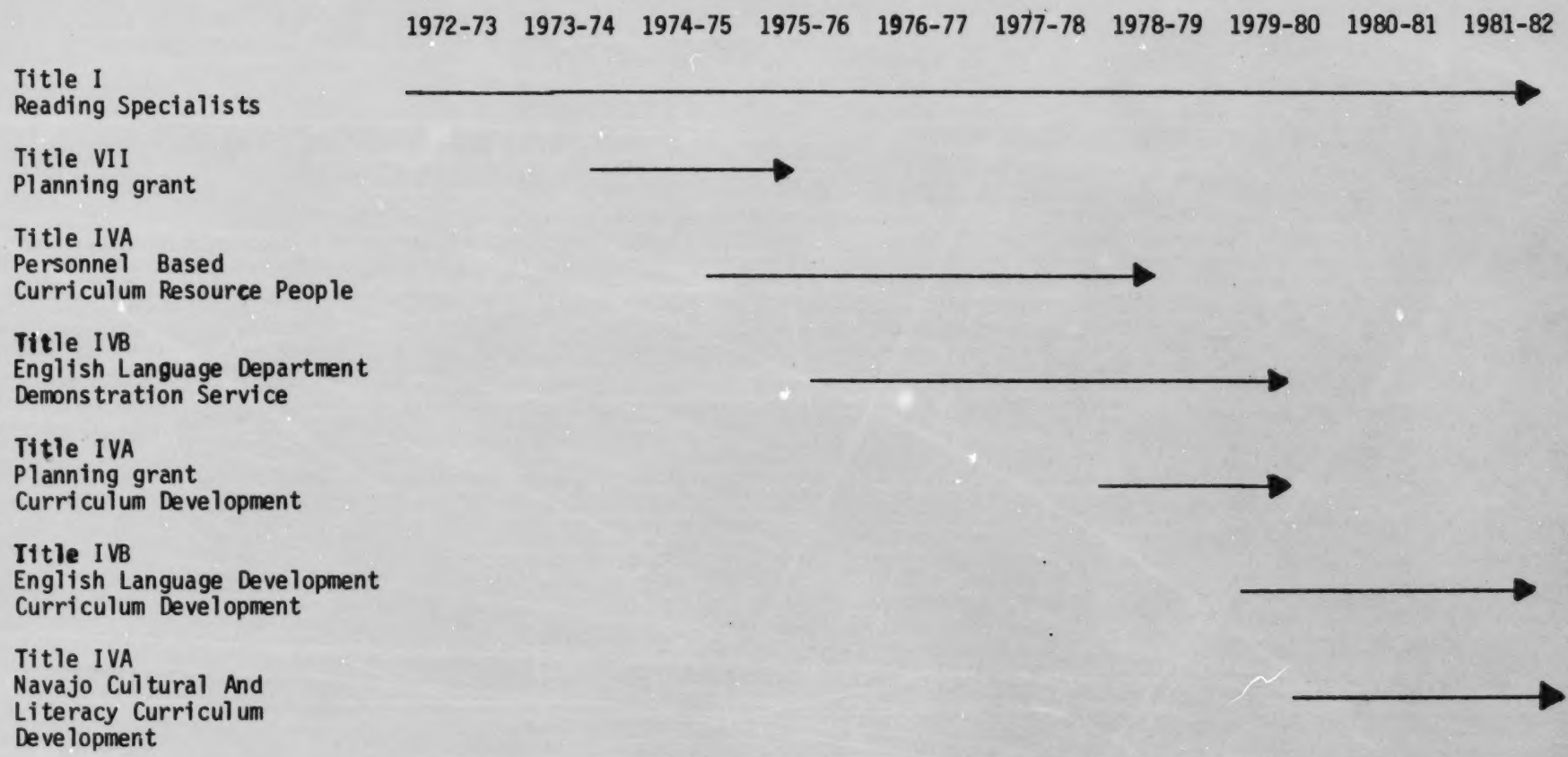
An additional source of funds for the past ten years has come from Title I. These funds have been used mainly to hire Title I reading and math teachers who work with low income students who are having difficulty progressing in their reading skills at the intermediate to upper grade levels. Unlike most schools with bilingual programs, except for a one-year planning grant, there has been almost no support at the federal level from ESEA Title VII. A summary of funding sources that have been utilized by the school is shown in Table 14.

2. Instructional Model

Previous to becoming a contract school in 1972, the instruction provided to children was virtually all in English. With the new administrators and school board members, however, a bilingual emphasis was proposed. Specialists were hired to teach Navajo literacy, Navajo culture and Anglo culture, and the school board encouraged the hiring of more local people from the community.

Table 14

Major Sources of Funding During the Past Ten Years for School #1



During the first year as a contract school an audiolingual approach was pilot tested at the school to teach English-as-a-Second-Language (ESL) in grades K-3. However, the use of this approach required the children to engage in much drill and oral repetition which tended to inhibit them, embarrass them or make them ashamed whenever they made any mistakes. Many people felt that this approach was not working, and in fact, was a violation of Navajo cultural norms. Consequently, this approach was dropped in 1973, and the current instructional model was begun. A description of this model is presented in the next section of this report.

Regarding the grouping of students, there were three different approaches that have been attempted. Beginning in about 1972 and lasting for three years, the local school board sought to keep the "graduating" class as part of the student body, by adding a new grade each year, despite the lack of additional classrooms for these new groups. In order to accommodate the additional grades, all classrooms were "semi-open" whereby two successive grades would share a classroom and children were free to work at learning centers and to move around the room with much flexibility. This arrangement did not work out very well; the children had much difficulty learning self-discipline. Readily available materials were misused and sometimes destroyed. Moreover, both grade groups tended to achieve at the same level. Therefore, a modified approach was implemented in which more heterogeneous groups of children would be assigned to the same classrooms. For example, it was decided that in order to serve as positive peer models, 4th graders would be assigned to classes with 2nd graders and 5th graders would be assigned to classes with 3rd graders. Unfortunately, this approach was also less than effective. Teachers became exhausted trying to manage their classes, and coordination was a problem. Thus, a third approach was attempted which

is still in use today. A means was found, using discretionary grant funds, to lease additional classroom space, and to develop additional space in an outbuilding for kindergarten use, so that by 1975 each grade group could again have a classroom of its own. Each grade was assigned at least one Navajo speaker and one Anglo teacher full time in the classroom. Although the physical arrangement of the classes was not totally "open," children were instructed in small groups so as to receive the optimal amount of individual attention, and they were allowed some flexibility of movement.

II. DESCRIPTION OF CURRENT INSTRUCTIONAL PRACTICES

Currently, School #1 continues to implement an instructional program which school personnel feel is very appropriate to the needs of the children of the community, virtually all of whom come from homes where the dominant language is Navajo.

A. Components of Student Services

The comprehensive educational program addresses four key student needs: academic, social, emotional, and physical. The academic needs are met in the following instructional areas: English Language Arts; Navajo Language Arts; Navajo Cultural Studies; General Mathematics; General Science and Ecology; General Social Studies, Career, and Health Education; Music Art and Art Careers; and Compensatory Instruction for the academically deficient and the Gifted and Talented. As summarized in the most recent Title IV proposal submitted by the school board:

> Instruction in each of these areas is bilingual in the early grades, making a transition from Navajo as the principal means of instruction, to English as the principal medium of instruction in all areas except Navajo Language Arts & Culture, at the third grade level. Literacy Instruction is biliterary throughout the program, with initial instruction in the student's native language (Navajo for all but a very small minority), and introduction of English literacy as soon after initial success in Navajo literacy & English comprehension skills permit. Navajo literacy skills are taught with full emphasis up to the end of second grade, and taught on a maintenance basis from third grade up. Social studies instruction is bicultural, with additional resources devoted to the development of community-based cultural content for the Navajo cultural instruction, beginning with a general outline of objectives from anthropological and university sources.

The social needs of the students are partially met by the academic services provided (particularly the Navajo cultural instruction), and these are supplemented by human relations training and the discipline procedures of the school. The emotional needs of the students are served with counseling

services, helping students to deal with both home and school behavioral problems, as well as decisions about future educational plans. The physical needs are served with a developing physical and health education program, with direct student health monitoring, and transportation to medical services as needed. Also, food services are provided (two meals a day plus a late afternoon snack) as well as clothing through administration of the Tribal supplemental clothing program.

1. Planned Methodology for Oral English Instruction

Oral English instruction in grades K-2 is taught by native speakers of English through activities planned around settings in which both the student and instructor have a need to communicate with each other (thus, drill and repetition are to be minimized). In the Navajo culture, attempts to perform in front of others before one is able to produce an acceptable product, are regarded as invitations to shame and ridicule, especially if one's performance is judged inadequate by its being commented upon or corrected by a better performance by someone else. Thus, the primary concern in these early English instructional communicative exchanges is with the transmission and comprehension of meaning, and not with the correctness of the form of the exchange. In kindergarten, instructors are allowed to accept and use non-verbal means of making meanings clear. However, they are not to respond to or express any meanings transmitted through Navajo or through a Navajo interpreter (except in cases of true emergency). At grades one and above, these non-verbal communication means are phased out, and students are expected to rely on English verbal communication, with the same constraints imposed on Navajo exchanges as in kindergarten.

The activities found amenable to this methodology (derived from the work conducted under the three-year Demonstration Project) are as follows:

a. Unfocused Modeling of English in a Two-Way Communicative Context

In situations of this type, the communicative functions of English usage are stressed. The goal is to develop communicative exchanges parallel to those between native English-speaking family members. Thus, a key element is that the instructor become a valued companion to each student, and that the activities chosen as a setting for this interaction be interesting to the student and involve two-way communication.

b. Focused Modeling of English in a Two-Way Communicative Context

In this context, the goal is the modeling of specific English usages, forms, and/or structures (which have previously been identified as problematic for young Navajo speakers acquiring English as a second language). Here, the instructor is to initiate exchanges which focus on those aspects of reality marked by the problematic English items, and to model these target forms during the activity. Comprehension, rather than correct production, of the targeted forms is of paramount importance for these activities.

c. Focused Elicitation Activities in a Two-Way Communicative Context

Activities of this type are designed to enhance student oral production of specific English usages, forms, and/or structures by involving the student in the repetition of patterned responses to playful stimuli from the instructor. Certain rote-repetition activities, such as songs, verses, chants, rhymes, and choral games are included as a means of practice in oral production. Additional games are used which require students to generate their own English communications. As the students' English literacy skills advance, cloze techniques are to be introduced for eliciting student writing of the particular English forms.

d. Corrective Modeling of English in a Two-Way Communicative Context

This activity set will build on the activities defined in (b) above by using the same material set employed there, but in a different

context. Here, for those students who have continued difficulty with certain English forms, such items will be subjected to analysis rather than simply modeling correct usage.

e. Cognitive Foundation Experiences in a Native-Language Setting

This activity set is designed to aid the comprehension and production of specific English usages whenever there is reason to believe that there is a cognitive interference reflected by differences in the Navajo and English languages (e.g., tense distinctions, possessive, gender). Such activities will be used to provide the cognitive foundation experiences related to the English usage prior to its actual introduction.

2. Planned Methodology for English Literacy Instruction

The methodology recognizes an interaction between the development of English literacy skills and the development of English oral production skills, and attempts to take advantage of this relationship in the following ways. Initial reading experiences are presented to the student in the native language and are developed in both writing and reading using "language experience" and "key word" methods. The native Navajo-speaking student is encouraged to develop functional reading skills in Navajo while developing English comprehension skills. As the latter develop, written English of forms now comprehensible to the student are introduced and used in student written composition work. Formal reading instruction using novel materials is begun in English for Navajo speakers once the student has demonstrated in Navajo literacy the knowledge that reading is a process of getting meaning from written sound-related symbols. Initially, the major emphasis had been with the writing and reading of one's own writing, but with curriculum materials developed (under the Demonstration Project) time is now nearly equally divided between these activities and formal methods of instruction.

3. Instructional Time Allocations in English and Navajo

In grades K-2, instruction is bilingual in reading, mathematics, music, science, and social studies with half the instruction in Navajo (by certified bilingual teachers) and half in English (by native English-speaking aides). Only content dealing with basic concepts is given in both languages, with all other specific content independent (but coordinated) across the two languages (e.g., no direct translation between languages of identical non-basic material is provided). In grades 3-6, all instruction is in English (by certified teachers, none of whom use Navajo as a language in the classroom) with Navajo Culture and Language (including reading and writing) taught by native Navajo-speaking aides for 60-90 minutes per day.

4. Classroom Staffing

The School #1 classroom staffing plan reflects the major emphasis placed on Navajo instruction in grades K-2 and the shift to English instruction in grades 3-6. All grade levels, however, have at least one Navajo and one Anglo teacher or teacher aide working with the children.

All of the Navajo aides currently participate in the Navajo Teacher Training Program, a joint effort conducted in conjunction with the University of New Mexico at Albuquerque. Professors from the Albuquerque campus travel to the town near the school (about 130 miles from Albuquerque and about 11 miles from the school) to hold classes on one day per week throughout a semester. All participating Navajo aides are allowed leave of absence for the day to attend the training program classes.

Additional instructional staffing includes an English language arts instructor, a Title I mathematics instructor, a Title I reading teacher and a special education teacher. The school currently is doing its best to convince the BIA to accept the special education teacher as part of the school's

staff, but it has run into problems. Unfortunately, the BIA does not approve of this teacher because she is not certified; however, certified Navajo special education teachers are extremely scarce, and no one could be found to fill the position. Even a more serious problem occurred this year when a blind student enrolled at the school, and no one had the specialized training to deal with his special instructional needs. Fortunately, this type of situation does not occur frequently.

5. Administrative Personnel

Besides the teachers, specialists, and teacher aides, there are a number of administrators at the school, all of whom were hired by the school board. The principal's role is that of instructional leader and implementor, and he is supposed to work directly with the teachers. The Director of Special Projects, on the other hand, spends much time with internal evaluations of the school and needs assessments. He is also responsible for seeing that grant proposals get submitted, and conducts contract negotiations. The curriculum coordinator is responsible for supervising a group of artists and writers who create culturally-appropriate materials, in English and Navajo, for the teachers to use. Other administrators at the school include the director of the school and the business manager. These individuals form the core of the administrative structure, and they meet regularly at staff meetings to discuss strategies for the school.

6. Entry/Exit Criteria of the Bilingual Program

The concepts of entry and exit are not viewed in the same way as they are in other bilingual programs for several reasons. First, since no ESEA Title VII funds are being used by the school, reporting of how entry and exit into the bilingual program are handled is not required. Consequently, children do not have to be given a language test upon entry into the program,

nor do they have to achieve a specified minimum score on a standardized achievement test in order to exit from the program. Moreover, no physical separation exists between the bilingual and regular programs, and since each classroom has a bilingual teacher or aide, even the Anglos are exposed to instruction in Navajo. Thus, in this case, the bilingual program is also the regular program, and exiting from the program would be equivalent to exiting from the school.

It should be noted, however, that the school does have an informal system of assessing the language dominance of students when they first are enrolled in the school. Parents complete a form in which they are to rate their children's language dominance as being monolingual in Navajo or English, dominant in one or the other of the two languages or equally skilled in using both. In addition, a staff member from the curriculum department periodically administers a test to all children at different grade levels to assess knowledge of basic concepts and vocabulary words in the Navajo language.

7. Teacher's and Administrators' Perceptions of the School and Its Bilingual Program

The vast majority of teachers as well as several administrators were interviewed to determine their perceptions toward a variety of factors related to the school. Some of the most interesting results dealt with questions concerning their goals for the bilingual program, the degree of flexibility allowed in carrying out the adopted model of instruction, the availability of appropriate instructional materials and the match between services as administratively described and actually delivered in the school and classroom.

a. Goals for the bilingual program. A total of 10 Navajo and Anglo teachers and teacher aides were asked to explain the nature of the goals

that they have for the school's children and the bilingual program; several administrators also were asked about their goals for the program. No one spoke out against bilingual education as a concept, although several questioned its real value. Most of the teachers seemed to support the idea of the children being instructed in Navajo literacy. However, one teacher suggested that the children have not been learning enough concepts and skills in either language and that more intensive instruction should be carried out in the earlier grades. Other teachers stressed the need for more oral language development in English so that the children would be better able to communicate with others. As might be expected, the bilingual Navajo teachers and aides particularly stressed the need for the children to be able to speak, read, and write in Navajo and English equally well. Most of them also emphasized that the development of biculturalism is an important secondary goal.

The goals of the school staff are congruent with the bilingual instructional practices of the school and with the goals of one of the main administrator. He expressed his goal by saying that "each child should learn to speak and read both English and Navajo to become biliterate, coordinate bilinguals. They should also acquire more than just 'school' English."

b. Extent of latitude permitted in carrying out the instructional model. Most teachers and aides reported that they are given much flexibility in carrying out their daily classroom instruction, except for having to teach certain objectives provided by the curriculum center. The school staff was divided concerning the utility of these objectives. Several teachers said that they are very appropriate and helpful, and should be used by all teachers. Several others, however, resented the fact that they were being

forced to use objectives which they did not feel were appropriate. One teacher also said that the objectives are appropriate but that it is difficult to know how to teach so that the children can master them.

This school provides much flexibility for Navajo teachers and aides who are working toward certification as teachers. Every Thursday they are allowed to travel to the nearby town where they attend classes accredited by the University of New Mexico at Albuquerque. As the Director of Federal Programs point out, these classes promote the training of community people, and therefore will better prepare the school for future institutionalization of its bilingual program.

c. Availability of appropriate materials. Regarding the appropriateness of the materials used to teach the curriculum, school staff give varying opinions. In the case of materials in the Navajo language, a core of artists and writers were hired within the last several years specifically to develop these materials. Whether or not teachers like the materials, the school nonetheless has been able to use them for all grade levels, and before they were developed there were very few Navajo materials available at the school. Several teachers praised the materials as being appropriate for the children, but several others said that they were only appropriate for some of the children. The most common view was that the materials were appropriate and appreciated but that there was still a need for the development of additional materials. Several teachers stressed that they have to spend entirely too much time in preparing their own teacher-made materials because the administration will not order any books for them, perhaps because of a lack of funds. This is true for English as well as Navajo materials. Budget constraints and isolation also hamper them in other ways; for instance, there are never enough supplies and the xerox machine often breaks down for extended periods of time.

d. Match between services as administratively described and actually delivered in the school and classroom. In general, the vast majority of teachers believe that there is a very good match between what administrators would like for teachers to do and what actually is implemented in the classroom. It seems that most people at the school are working toward the same basic goals. Nonetheless, several teachers suggested that the school administrators are too isolated from the classroom and do not really know what goes on. Another teacher felt that more communication should take place among school personnel and that more workshops and inservice programs should be made available for teachers. Budget constraints also were noted as limiting the teacher's instructional role. For example, one teacher said that the lack of available materials and equipment such as tape recorders, television sets, may affect the quality of the instruction that the children receive.

When administrators were asked to give their comments as to how good was this match, several interesting points were made. In most, but not all classrooms, the match is very good. It is possible that the match varies from classroom to classroom and may be a function of the degree to which teachers believe in the importance of bilingual instruction. A second factor that was mentioned as being a definite hindrance to the successful implementation of the program is the turnover of teachers. Since the school is in an isolated area it is difficult to keep teachers for more than two or three years, and to orient and train new teachers each year is time consuming.

School #1 has conducted a comprehensive study of staff turnover that occurred during the past ten years. From Table 15, it is clear that Navajo teachers and specialists, both from within and from outside the community, remain employed for longer periods of time than non-Navajo staff from outside

Table 15
Staff Turnover Over the Past 10 Years at School #1

	Outside Non-Navajos	Outside Navajos	Community Members
Teachers and Specialists			
N (in 10 Years) =	39	9	5
Mean years of service =	1.9	3.5	5.2
Range of years of service =	1-7	2-6	1-10
Teacher Aides/Aides			
N =	2	2	21
Mean years of service =	1.5	1.5	3.4
Range of years of service =	1-2	1-2	1-10
Curriculum Development			
N =	1	1	2
Mean years of service =	3	3	5.5
Range of years of service =	3	3	1-10
Administrative Services			
N =	10	4	0
Mean years of service =	3	5	
Range of years of service =	1-9	1-10	
Support Services			
N =	3	8	11
Mean years of service	1.6	3.3	3.7
Range of years of service =	1-2	1-8	1-10
Total Employed	55	24	39
Mean	2.1	3.5	3.8

the community. In fact, the average length of employment for Navajos from the community is more than five years while for the non-Navajos it is less than two years. The non-Navajos, however, are almost always certified while the Navajos from the community are rarely certified (see Table 16). Thus, the school is trying to encourage community members to continue their education so that eventually, the school will have a stable staff which comprises mostly certified Navajo teachers from the community.

B. Program Evaluation and Student Outcomes

The administrators at School #1 seem to be quite interested in conducting on-going evaluations, both external and internal, to determine which program components are functioning well and which areas are in need of improvement.

1. External Evaluation

Each year in the spring, children are administered one or more tests of academic achievement. The scores can then be used to report to various funding sources such as Title IV and Title I. However, according to the Director of Federal Programs, one major problem in evaluating the bilingual program is the total lack of standardized tests available in the Navajo language. To administer only English achievement tests is unfair to the children and does not show their progress in Navajo literary skills. Teachers must rely, then, upon their on-going individual assessments of how well the children are doing in the Navajo content areas.

The mean grade equivalent scores of children from School #1 on several achievement tests administered in English from 1977 to 1981 are presented in Table 17. In general, mean grade equivalent scores on the Comprehensive Tests of Basic Skills (CTBS) are several years below grade level, with the

Table 16
Current Standing of Staff at School #1

Position	Certified		Non-Certified
Community Members (Navajos):	N = 13	Mean = 6.5 yrs.	Range = 1-10 yrs. service at School #1
Teachers & Specialists	1		2
Teacher Aides & Other Aides			7
Curriculum Development			2
Librarian-Trainee			1
% of Certified Positions	8%		
% of Non-Certified Positions			67%
Navajos from Outside the Community:	N = 4	Mean = 3.3 yrs.	Range = 1-6 yrs. service at School #1
Teachers & Specialists	1		
Teacher Aides & Other Aides			1
Curriculum Development			2
% of Certified Positions	8%		
% of Non-Certified Positions			17%
Non-Navajos from Outside the Community:	N = 14	Mean = 2.5 yrs.	Range = 1-4 yrs. service at School #1
Principal	1		
Teachers & Specialists	8		
Teacher Aides			2
Curriculum Development	2		1
% of Certified Positions	85%		
% of Non-Certified Positions			17%

Table 17

Summary of Grade Equivalencies for the CTBS and SESAT, by Grade Level for the period FY 77 - FY 81 for School #1

	Grade Levels	FY's 77	78	79	80	81
CTBS Form S	6	2.9	3.4	3.3	3.4	5.0
	5	2.0	2.9	3.3	2.5	3.7
	4	2.3	2.4	2.4	2.5	3.0
	3	1.6	1.9	2.4	1.7	1.9
	2				1.6	1.0
	1					0.2
SESAT-N	2		4.0	4.2	3.94	
	1	1.42	2.6	2.4	1.27	
	K	0.92	1.3	0.6	0.7	0.913

biggest discrepancy, except for 1981, occurring at sixth grade level where the mean grade equivalent scores are at mid-third grade level. Surprisingly, the scores were much higher in 1981 for both fifth and sixth graders. A breakdown of the CTBS subtest scores in Table 18 reveals that a significant gain in reading occurred at the sixth grade level, from a G.E. of 2.8 in 1980 to 6.1 in 1981. Substantial gains also occurred at the fifth and sixth grade levels in math but not in language. It is not known why these gains occurred. One possible explanation is that if the bilingual program and instruction in Navajo literacy were successful, perhaps these children were able to transfer skills learned in Navajo to English by the time they got to fifth or sixth grade. One explanation for the lower achievement of sixth graders in previous years is that when these children first entered first grade, sometime before 1975, the bilingual program was just getting started and was not yet being effectively implemented.

2. Internal Evaluation

It is the use of internal evaluation of the whole school through periodic needs assessments that is valued most by the administrative staff. Every three years a comprehensive needs assessment is conducted in which teachers and members of the two local communities are asked to prioritize needs and state how well the school is meeting needs in specified areas. They are asked to complete an instrument which taps a wide variety of needs in different areas. Besides basic content areas, respondents are asked to rate the quality of transportation services, physical and social development of children, curriculum resources, food services, extracurricular activities, etc.

The needs assessment that was performed in 1978-1979 was very helpful in pinpointing specific areas which needed improvement. As a result of this

Table 18

Summary of Grade Equivalents by Subtests
for the CTBS by Grade Level for the Period
FY 77 - FY 78 for School #1

Grade Level	FY's 77	78	79	80	81
Reading					
6	2.3	2.9	2.7	2.8	6.1
5	1.7	2.9	2.8	1.9	3.2
4	2.0	2.3	2.2	2.0	2.4
3	1.6	1.7	1.7	1.5	1.6
2				1.5	1.2
Language					
6	2.6	3.1	3.5	3.3	3.5
5	1.8	3.2	3.3	2.4	3.0
4	2.2	2.2	1.8	2.4	2.4
3	0.5	1.1	0.9	1.5	2.0
2				0.2	0.1
Math					
6	3.5	4.3	4.0	3.9	5.3
5	2.9	3.6	3.3	3.5	5.0
4	3.0	2.7	3.1	3.2	3.7
3	2.2	2.4	2.0	2.0	2.4
2				1.5	1.4

needs assessment the school increased its emphasis on Navajo literacy and began to place a high priority on the development of new curriculum materials. Since that time, the curriculum center at the school has developed numerous books and materials for use in the classroom. The needs assessment performed this year promises to be valuable as well. A small portion of the preliminary results can be found in Table 19. The respondents seem to feel that the school needs to make a stronger effort to meet the needs of children in the areas of Oral English, English Reading and English Writing. As a result of these preliminary findings the administration is already considering the possibility of ordering a standard commercial reading series to supplement the series that is currently being used.

Table 19

1981-82 Needs Assessment for School #1

	% feeling that school has met the need well to date
English Comprehension	60
Oral English	36
English Reading	14
English Writing	32
Navajo Comprehension	84
Oral Navajo	77
Navajo Reading	64
Navajo Writing	53

I. DEMOGRAPHIC DATA AND HISTORICAL CONTEXT OF PRESENT PROGRAM

A. Description of the Region and Population Served by the School - School #2

School #2 is located only 50 miles north of School #1 and 30 miles west of Chaco Canyon National Monument. Small communities located 40 miles to the south and 50 miles to the north, are the nearest towns accessible by a paved highway with sections of dirt road. The terrain around School #2 is sandy, rocky and more desert-like than that of School #1, but a small beautiful lake lies adjacent to the school grounds.

School #2 is part of the Eastern Navajo Education Agency (District) of the Bureau of Indian Affairs, Navajo area. The entire district encompasses approximately 4,688 square miles within the state of New Mexico. In 1977 it was serving at least 14 boarding schools, 4 day schools, 2 boardertown dormitories and one reservation dormitory. At that time, the total enrollment being served by this branch of the BIA field office was 4,868 Navajo Indian children.

The economic plight of the two Navajo communities of 600 individuals served by School #2 is similar to that of the population served by School #1. It is common for families to make less than $1,000 annual income, and more than 60% of the adult Navajo population is unemployed.

Families live either in small wooden homes or in hogans, one-room stone homes shaped like igloos. They heat their homes in the winter by using wood-burning stoves.

Besides herding sheep, some residents work at a nearby mine or with small businesses and schools in a neighboring town. Six years ago the Navajo Irrigation Project some 50 miles away, also provided employment for some of these residents. The "pick-up" truck is an important means of

transportation for most Navajo families, and even some of the poorer families own trucks. Since the majority of the people living on the reservation do not have running water or electricity, often they use the batteries of these trucks to connect onto their portable television sets.

Like School #1, the land near School #2 is of the "checkerboard" variety, with privately owned land as well as state and reservation land existing in the area. A mission school for elementary aged children is located just two miles from the school down a dirt road. The only other landmark in the vicinity is a small trading post and gasoline station located several miles from the school on the main highway.

The language of the community is Navajo with few, if any, exceptions. In fact, 98% of the children enter school speaking no English at all, according to recent records. Consequently, all school business between parents and school personnel is conducted through the use of a bilingual interpreter.

More than two-thirds of approximately 115 children who attend School #2 are provided with room and board at the school dormitory. Only about 18% are bussed day students, with many of these being kindergartners. Less than 15% are children of staff members living on the school compound. Almost all of the teachers and staff reside in small houses on the compound, with only a few of them commuting each day from homes in the nearby town.

Since School #2 is a boarding school, its population may be slightly different from that of School #1 in at least one way--children often come from homes where one or both parents are absent. A common pattern is for the parents to leave the children with the grandparents or other relatives to go look elsewhere for work. Even if they do find work, they do not necessarily return later to the community. The principal of the school believes that the parents do not feel guilty about leaving their children

behind because the Navajo culture says that no matter where they go they are all "part of the same land."

B. Historical Account of Past Instructional Practices

School #2 has served the two Navajo communities in the area ever since 1937. At that time it was a one-room rock schoolhouse in which 60 children of different ages were instructed together by a male teacher who also served as principal. Bus service was not available, and the school was definitely quite isolated. It was not until 1955 that a new principal and additional staff came to the school. Then in 1963 the Bureau of Indian Affairs (BIA) finally converted it into a boarding school. Prior to 1972 it was serving only grades K-3. Then beginning in 1973, a grade was added each year so that by 1977 the school was serving grades K-8. According to the principal, the addition of these new grades prevented many children from dropping out of school, since the nearest school that they could attend was 40 miles away.

1. Funding

For the past 19 years the school has remained a BIA boarding school, with most supplementary funding from Title I not being solicited until the 1970s. The first Title I grants, however, were provided during the late 1960s. Usually the Eastern Navajo Education Agency would solicit mini-proposals from BIA schools which it would integrate into larger proposals to be sent to Washington. If funded, the agency would take out some of the money for indirect costs and funnel the rest to the schools. A typical grant would range from $20,000 to $30,000. A major distinction between these earlier and later Title I grants was that the earlier grants were targeted only for school supplies and equipment and not for helping to improve the instructional services provided to children. Moreover, advisory councils were not common, and parents did not have much influence in determing the

types of proposals that should be written. Later Title I proposals from the earlier 1970s up until today have focused more on the academic needs of the Navajo children in the areas of reading, language and mathematics. The school board decided to place a Title I bilingual Navajo aide in each classroom, if possible, so that the children's language needs would be better met.

Bilingual education as a practice, however, did not begin until the first Title VII funds were received in 1975-76. Previous to that time, the school functioned basically as a monolingual English school. Title VII funding has been continuous since 1975, but the quality of its bilingual program may have varied considerably over the last seven years. For example, 1978-79 was a planning year only; funds were not provided to hire any Navajo teachers or aides. Moreover, during 1978-79 and 1979-80 no Title VII director was employed by the school because of a lack of available housing. Instead, a member of the school board volunteered to serve as acting director of the project. The first years of Title VII funding provided teachers for grades K-3 only, and it was not until the 1981-1982 school year that the services were expanded to include grades K-5.

Additional funds were initially provided three years ago in the area of special education. The school hired a special education teacher and created a makeshift classroom in one section of the game room of the school dormitory. None of the children were severely retarded, and in fact, they were to spend less than 50% of the instructional time in this special education resource room. The rest of the time they would remain in their regular assigned classroom.

2. Instructional Models Used in Past Years

According to the principal, the original emphasis of the Title VII bilingual program was maintenance of the Navajo language and its culture.

However, because of changes in federal guidelines and the changing political realities, the maintenance philosophy gradually gave way to a more transitional philosophy in which Navajo literacy skills were not given as high of a priority as English literacy skills. Even from the beginning, the proportion of time devoted to Navajo instruction was greater in first and second grade as opposed to the higher grades.

The instructional approach to teaching English language development followed a similar course as that experienced by School #1. An audiolingual approach was attempted in the classroom during the early and mid-1970s, but it was soon judged to be a failure because of being in direct conflict with Navajo culture. Teachers were later encouraged to use techniques such as modeling and unfocused corrective feedback so that the children would not feel ashamed by having to perform in front of their peers.

II. DESCRIPTION OF CURRENT INSTRUCTIONAL PRACTICES

As stated in the school's recently printed curriculum guide:

> The major emphasis of the . . . . . Bilingual Project, funded through Title VII, has been the training of young Navajo adults as credentialed elementary school teachers. Two other important aspects of this program are the development of extensive community support and parent involvement in the local school program, and the development of materials and instructional plans for the bilingual curriculum in grades K-5.

The goals the program strives to achieve and its philosophy of oral language development are also described in the same manual:

> We expect a bilingual program to bring things to our children that have not been available at school for them. We expect a good early education program for bilingual children to at least:
>
> 1) support and extend our children's knowledge of the Navajo language;
>
> 2) respect the value and maintain the integrity of the Navajo culture;
>
> 3) provide an opportunity for children to learn to read and write Navajo;
>
> 4) acknowledge the right of parents to influence their children's education; and,
>
> 5) provide an environment which assists children in making appropriate choices and growth within both languages and cultures.
>
> Almost all the children . . . . . begin school understanding and speaking Navajo. Many of them understand and use some English even though Navajo is their first language. Because it is not sensible to try to teach children to read in a language they do not understand, they must first learn to read in Navajo or delay reading until they have a sound foundation in English. As we build the oral language needed for language development we can consider these things as helpful:
>
> 1) Start children to school and to school tasks in their own language;
>
> 2) Use lots of Navajo with children at first;
>
> 3) Allow children a lot of talk time, speaking, and listening--silence does not develop language;

4) Use reading, writing, and speaking together to help children get a unified idea of literacy.

5) Pay attention to what children say; and,

6) Show respect for their efforts in both languages, and reward their efforts.

Staffing

The school facility is organized with two grade levels per classroom with grades 1-2, 3-4, 5-6, and 7-8 being housed together, respectively. Kindergarten has a classroom located in an adjacent building. Each classroom is self-contained and each child has his own desk. The classes are staffed by a certified teacher (monolingual English in each classroom except for grades 3-4 which is staffed by a bilingual teacher), a Title I aide (all are bilingual), and a Title VII aide (all are bilingual interns who spend four hours per day in their respective classrooms). The Title I aides work mainly in the English Language Arts areas (oral language and reading), with the Title VII interns mainly responsible for instruction dealing with Navajo culture (which includes social studies and science) and mathematics. The interns' role is also extended to a somewhat broader domain, as stated in the Curriculum Guide:

> One of the important dimensions of this program is the classroom role of the intern who is in the middle of a teacher-training program.
>
> 1) Interns provide the constant source of Navajo language and information in the classroom. They need to be used conspicuously to provide language and cultural information.
>
> 2) Interns need to share planning time with the teachers so they know what to expect and what is expected of them.
>
> 3) Interns need to take the lead role in some situations--primarily Navajo in nature--and will need to plan with non-Navajo people for both roles.
>
> 4) Navajos and non-Navajos will want to work at establishing a classroom environment which shows children a model of mutual respect and responsibility.

Instructional Time Allocations in English and Navajo

In all grades, instruction in social studies (mainly Navajo culture) is given primarily in Navajo (approximately 30 minutes per day), with mathematics and spelling taught in both English and Navajo (about 30 minutes per day). In grades 3-4, mathematics (about 45 minutes per day) and social studies/health/science (approximately 45 minutes per day) are taught using both languages. In grades 5-6 and 7-8, both Navajo culture (about 55 minutes per day) and social studies (approximately 25 minutes per day) are taught using both languages.

Range of Extracurricular and Community Activities and Services Provided By The School

Because of the isolated geographical area in which School #2 is located, as well as its status as a boarding school, it can be said that the children's education continues on a 24-hour basis, not just from 8:30 a.m. until 3:00 p.m. There are numerous extracurricular activities available for the children to participate in, including guitar classes, dance classes, basketball games, films, parties, etc. The school dormitory has a billiard table and television that the children use in the evenings. It should be stressed that the teachers at the school volunteer much time and energy in organizing these extracurricular activities for the children.

The school not only provides extracurricular activities for the children, but also functions as an educational and recreational center for the community. Basketball games for adults usually attract many people, and the children make money for the school by selling food and drinks. Parents are invited to the school often to participate in home-style lunches in which they eat with their children and with at least one teacher. On Mondays, educational seminars are conducted for teacher aides and other members of the community. The focus of these seminars is usually on topics of a practical nature such

as learning how to provide emergency medical care.

Administrative Staff

School #2 is not a large school, with about 115 students, but the administrative structure nonetheless is surprisingly small. The two supervisory positions are filled by the principal and the dorm manager. Besides the school secretary, the Title VII director is the only other administrator at the school. Because there is a shortage of other staff, such as janitors and maintenance personnel, the principal performs many of these tasks himself, in addition to his job of running the school.

It should be mentioned that all staff, including teachers, are hired by the school board based upon recommendation from the principal. In general, all prospective teachers should be certified in the State of New Mexico. The dorm manager should have had at least a high school education and should have already had at least some experience working in a school dormitory.

Entry/Exit Criteria of the Bilingual Program

Unlike School #1, School #2 received funds from ESEA Title VII and has specified criteria that must be met for entry into and exit out of the program. In order to be placed in the program children in kindergarten and first grade must have obtained a score at 50% mastery or below on the Minimum Grade Criterion Referenced Test which is normed on Eastern Navajo District Schools. Once they can demonstrate 95% mastery on total language and academic-related scores on this test, they are exited from the program. For children in grades two through five, they must score below the 40th percentile in the Total Language Arts and Reading sections of the Comprehensive Tests of Basic Skills (CTBS) in order to be eligible for the program. If upon later testing they score at or above the 70th percentile on this test, they may be exited from the program.

In actuality, entry/exit criteria are of little significance to the Title VII director except as a procedure that must be followed and reported to the federal government. There is only one class for every two grades at the school, and all children remain with the same teachers and instructional groups, regardless of how they perform on the CTBS or Minimum Grade Criterion Referenced Test. In other words, all children are exposed to the same instructional treatment.

Teachers' and Administrators' Perceptions of the School and Its Bilingual Program

Goals for the bilingual program. All teachers at the school as well as some administrators, Navajo aides, and a parent were interviewed to determine the nature of their goals for the children and for the bilingual program. Everyone seemed to agree that the promotion of Navajo culture is an important goal, but there were different opinions as to the role that the Navajo language should have for instruction in the classroom. The parent said that to be able to read and write in Navajo is not an important goal because of the total lack of available books that have been written in Navajo; nonetheless, this person felt that it is of utmost importance for the children to learn how to speak Navajo well so that they would be able to communicate with the elders of the community. One of the administrators said that the option to learn to read in Navajo should exist, but that children should be free to choose whether or not they want to become literate in the Navajo language. Several of the aides, however, felt that the children should be taught to read and write equally as well in Navajo as in English.

There were other goals that should be mentioned as well. One teacher expressed the hope that the children would be able to compete in high school and would not become dropouts. Another teacher wanted the children to be

able to accept and use a scientific approach to problem solving which is difficult for them to relate to because it is not a part of Navajo culture. She also wanted them to feel better about having their own ideas rather than always working toward a consensus of opinion.

Extent of latitude in carrying out the instructional model. All teachers and aides seemed to be very satisfied regarding the extent of latitude which they are given to carry out in their daily instruction. The principal occasionally checks to see if they are writing their lesson plans, but very little monitoring goes on, other than the requirement of written reports that teachers send to the Eastern Navajo Education Agency. The teachers seem to appreciate the flexibility that they are given to teach, using their own techniques and philosophy. One administrator pointed out, however, that the school does require that the teachers administer a teacher-made minimum grade standard criterion test to the children each year as one of the criteria for promotion to the next grade. In order to be promoted, children must also show a certain degree of competency on a standardized achievement test, the Comprehensive Test of Basic Skills (CTBS), and they must have been present at school for a minimum number of days. Like at School #1, some of the Navajo aides are permitted to travel to the nearby town every Thursday throughout one semester to attend educational workshops and seminars conducted through the University of New Mexico at Albuquerque. These seminars have proved to be quite valuable for upgrading the training of the participants.

Availability of appropriate materials. Teachers at this school in general seem quite satisfied with the quality and quantity of materials, especially those that are in English. The DISTAR materials are quite popular, and the textbooks are viewed as being appropriate for the children.

The only suggestion was to order newer books in English since the ones in use are rather outdated, especially in science. All teachers agreed that the Navajo materials are appropriate, but some of them thought that more materials should be made available. One of the school administrators also pointed out that more teacher-made Navajo materials should be created. It is interesting to note that some of the teachers who felt that there were already enough Navajo materials were also the ones who tended to de-emphasize the importance of acquiring literacy skills in the Navajo language.

Match between services as administratively described and actually delivered in the school and classroom. All teachers and aides that were interviewed seemed to feel that there is a good match between services as administratively described and what actually goes on in the classroom. Moreover, the staff seem to think that there is a good working climate at the school, and positive support from the administration is good for morale. Many of the problems that were mentioned had to do with bureaucratic "red tape," such as too much paper work for teachers. One teacher also suggested that the teaching skills of some of the Navajo aides are inadequate and that they definitely should receive more training. The lack of expertise has resulted in one of the aides helping to prepare materials for the teacher rather than instructing the children in Navajo literacy.

One of the school administrators said that budgetary constraints is the most serious barrior to effective implementation of the program, and of the school as a whole. For example, money has yet to be appropriated so that the school can provide a private room for its special education teacher. The initial request was made five years ago, and currently the school is using part of the game room at the dormitory for this purpose. Another point mentioned was that the school cannot be as selective in its hiring of

teachers as can a district which is located in a large metropolitan area.

Although it is difficult to keep staff at the school for long periods of time, in the early 1970's most teachers would remain at the school for only about three years, but now they are tending to stay somewhat longer. In fact, the seventh-eighth grade teacher has been at the school for ten years now; the third-fourth grade teacher has been there for six years; the first-second grade teacher has been there for five years; and only the fifth-sixth grade teacher has been at the school for less than three years. As is true for School #1, the Navajo teacher aides who were born in the nearby communities tend to be employed for longer periods of time than non-Navajo personnel from outside the community.

Program Evaluation and Student Outcome

External evaluation. Evaluations of the Title VII project are conducted annually, and the Comprehensive Test of Basic Skills (CTBS) is used to collect and report student achievement data to the federal government. All children in grades 2-8 are administered this test once in the Fall and once in the Spring. School personnel reported that the vast majority of the children score well below the national mean. In fact, in 1978, all children in grades 2-4 obtained scores that were one-half to two years below grade level in the areas of language arts, mathematics, and reading. Summaries of these data are available at the school, but were not made available to SEDL for inclusion in this report.

Although the low scores are a source of concern for teachers and parents, it is difficult to know how to improve the achievement of the children. It should be remembered also that this test is administered to the children only in English, and yet their dominant language even at the second and third grade level is often Navajo rather than English. Moreover, the use

of this test with Navajo children is not supported by many members of the community. The school board's plan of operation, for example, specifically states that "standardized tests are created to sell and may not meet the needs of our children."

Internal evaluation. Not much is known about how School #2 handles internal evaluation of its various functions. However, it seems that this school has not attempted the types of comprehensive needs assessments that School #1 has pursued in past years.

Summary and Conclusions

Although there are a number of differences between School #1 and School #2 on variables such as boarding versus day school, amount of Navajo language used and content areas taught, grouping of children for instruction, past history of instructional practices, administrative lines of authority, etc., there are also important similarities. For example, both schools appear to be working toward similar, if not identical, overall goals; the school population comes from Navajo monolingual home environments; geographical isolation exists at both sites; both schools have had to deal with limited materials and supplies; and both have had to operate on a limited budget. Finally, it is clear that school personnel at both sites are quite dedicated to their jobs and are doing their best to meet the special needs of these Navajo Indian children.

SYNOPSIS OF THE STUDY - ASIAN SITE

A. Design

The study was designed to provide information, in a historical context, about the nature and extent of services provided for language minority students within a large, urban, west coast district that serves a multiple language school population. The study was guided by three primary questions:

1. What are the general characteristics of the region and population served by the district?
2. What are the characteristics of the services presently provided by the district to students of no or limited English proficiency (NES/LES)?
3. What changes have occurred in type of services delivered by the district for language minority students? What has influenced those changes?
4. What level of academic achievement do students, currently enrolled in the schools and who have participated in the district's program for limited English proficient students, obtain as measured by standardized achievement tests?

The focus of the study were programs provided for the district's largest and most rapidly growing NES/LES population. These serve an Asian population made up primarily of recent immigrants and Indochinese refugees representing Chinese, Vietnamese, Lao/Hmong/Mien, and Cambodian language groups. A sample of 10 schools, representing a cross-section of services provided for this population, were identified for in-depth study. Descriptive data were gathered from (1) school documents; (2) on-site interviews with school administrators, Bilingual Programs personnel, classroom teachers, and community representatives; and (3) formal and informal classroom observations.

B. Summary of Findings

1. WHAT ARE THE GENERAL CHARACTERISTICS OF THE REGION AND POPULATION SERVED BY THE DISTRICT?

a. The school district serves a large, urban, coastal city. Historically, the city has been composed of a multiple language population, with identifiable communities representing a wide range of ethnic groups who maintained some 30-to-40 different languages.

b. Over the past several years, the school district has experienced a general decline in student enrollment. However, in the last decade the NES/LES student population has more than tripled. This is due primarily to two factors: (1) changes in the immigration laws which has encouraged new immigration from Mainland China as well as from other parts of Asia and the Pacific Islands; and (2) the region served by the district being a primary relocation center for Indochinese refugees.

c. At present more than 80 different languages and dialects are spoken by the student population. Approximately 15% of the student body, some 8,000 students, come from homes where a language other than English is spoken within the family. Of these, some 3,300 (7%) are NES/LES students. Over three-fourths of all bilingual students are Asian; Asians comprise 90% of the NES/LES population. Groups which reflect the majority of these students are Lao/Hmong/Mien, Chinese, Vietnamese, Philippine Languages, Korean, and Cambodian. The most rapidly growing Asian groups in the district are immigrant Chinese from Hong Kong and Mainland China and Indochinese refugees.

d. Approximately one half of the NES/LES students are from low income families. Virtually all of these students are immigrant or refugee children. The majority live in the predominantly minority-impacted central and southeastern areas of the city. Approximately one-half of these students are enrolled in the secondary schools; several are young male refugees who are the sole members of their families in the U.S.

   Many of the Indochinese refugee students have had little or no formal schooling or have had their schooling interrupted for an extended period (i.e., two or more years).

e. Over the years, Chinese languages have been maintained in the home and fostered through a late afternoon and evening community school. Asian languages are widely used in the city's international district and in social gatherings of Asian groups.

2. WHAT ARE THE CHARACTERISTICS OF THE SERVICES PRESENTLY PROVIDED BY THE DISTRICT TO STUDENTS OF NO OR LIMITED ENGLISH PROFICIENCY (NES/LES)?

   a. In the 1979-1980 school year, the district implemented its present comprehensive service program for NES/LES students. In addition to its basic instructional program in schools, a variety of other services are provided. These include (1)

registration, placement, and transportation of students; (2) home contact; (3) bilingual/ESL resource center; (4) work-training; (5) language assessment; (6) diagnosis/prescription; (7) inservice training for school personnel; (8) data gathering; (9) tutoring; (10) summer school for NES/LES students; and (11) traffic education for bilingual students.

These services are administered through the Bilingual Programs Office which reports directly to the district's Director of Program Development.

b. A centralized, district-level service is provided for the registration, identification, and assignment of NES/LES students. Students are identified at the time of registration through information about the student's home language usage obtained from the Student Registration Record and formal language assessment in English conducted at the time of registration (a locally-developed oral language proficiency test is used for this latter purpose). On the basis of this information, students are assigned to one of three program models.

c. The three program models in operation in the district are Newcomer Centers, Regular Bilingual programs, and an Orientation Center.

(1) Newcomer Centers are designed primarily for NES/LES students who have missed at least two years of school or who have had little or no formal education. Each of the centers serves primarily students who speak a designated language(s).

In these centers, students are assigned to a special program for one-half of each school day and the other half to a regular, mainstream program within the same school building.

Students are grouped for instruction on the basis of age/grade level. In the special half-day classes, the students at the elementary level are rotated through three periods of instruction as follows:

ESL - 45 minutes; taught by a certificated teacher with ESL qualifications.

Basic Skills - 45 minutes; taught by a certificated teacher with specialization in the teaching of reading and/or language arts; all basic skills classes are taught in English only.

Bilingual Instruction - 45 minutes; taught by a bilingual speaker who may or may not hold state certification. Instruction is primarily in math and social studies.

At the secondary level, students are scheduled for two-to-three 50 minute classes in which they receive ESL instruction and bilingual support in subject matter content.

In the regular mainstream classes, the Newcomer Center students participate in the regular curriculum offered to other students in the classes.

Students who meet the exit criteria for Newcomer Centers are reassigned to one of the Regular Bilingual Programs. Criteria for transfer to a Regular Bilingual program are based on objective test data and teacher recommendation.

(2) Regular Bilingual Programs serve NES/LES students who have had normal schooling and students who are transferred from the Newcomer Centers.

These programs offer two services: ESL classes and bilingual instruction. At the elementary level this consists of two periods of pull-out classes of 30 to 45 minutes of instruction per day. At the secondary level, students are scheduled in this program for two 50-minute periods per day. The rest of the school day is spent in regular, mainstream classes.

(3) The Orientation Center serves students (grades 1-12) who enroll in the district after October 1. They remain in the center until the natural quarter of semester break, at which time they are reassigned to an appropriate Newcomer Center or Regular Bilingual program. The instructional program consists of intensive ESL and basic skills instruction in English. In addition bilingual support in subject matter content is provided to the extent that bilingual staff is available. The purpose of the center is to orient the students to the U.S. school system, to equip them with some basic English skills, and to assist them in making necessary cultural adjustments. Since new NES/LES students have been arriving in the district at the rate of upwards of 50 per month, the center also serves to reduce the disruption of a continual influx of new students to all-ready fully assigned classes in the Newcomer and Regular Bilingual programs.

d. The goals of the special language programs are threefold: (1) to assist the students to become proficient in the English language; (2) to help students to make satisfactory cultural adjustments to their new environment; and (3) to provide support in concept development and academic learning through the home language while gaining English language skills.

e. The instructional model adopted for the ESL and Basic Skills classes is one of moving children sequentially through the acquisition of listening/speaking skills, reading, and writing in English. The instructional focus takes into consideration

the student's age, prior exposure to English, and former schooling.

Bilingual support classes follow the regular district curriculum in subject matter content. The home language is used to clarify instructions and to explain new concepts and unfamiliar content.

The school district makes available to the bilingual programs staff a program of inservice training which consists of university classes (for credit) and a series of workshops yearly based on needs expressed by the program staff. The district provides guidelines for instructional practices and content, but teachers reported that they have much flexibility in what they teach and how it is taught, within the confines of specified content areas and time allocations.

f. Personnel for the bilingual programs are selected through standard district procedures. Qualifications and role definitions are clearly stated.

g. Appropriate materials appear to be adequate for the ESL classes. However, appropriate materials appear to be lacking for young beginning readers, and for use in subject matter classes. A need is also felt for appropriate audio visual materials.

h. The Bilingual Program services are funded by a variety of sources. At present the operating budget is approximately $4.2 million of which approximately 55% comes from state and local monies, 17% from ESEA Title VII, and 26% from other federal sources (Title IV, Federal Refugee Assistance).

i. Students being served in the bilingual programs are not eligible for Title I services as a matter of district policy, except at the discretion of the school principal and where space and staff is available.

Bilingual students, who quality under regulations of the funding sources, are eligible for the district's two preschool programs.

Students who are receiving bilingual program services are generally not placed in special education classes. It is anticipated that some 5% of the bilingual students will require special education services in the future, and that an additional 5% will qualify for gifted programs.

j. Evaluation of services occurs in two forms. The district's Department of Planning, Research, and Evaluation provides ongoing evaluation of services and reports summary statistics yearly to the district. In addition, small substudies are carried out periodically at the request of the district.

The goal of the district-level evaluation is to provide information to assist in decision-making relative to desegregation, program improvement, and budgetary matters.

Project evaluations are carried out annually by external evaluators in keeping with the requirements of the funding source(s). The focus of these evaluations is to determine the extent to which project objectives have been met.

Information from program and project evaluations appear to not be used to any great extent to modify programs. The major factors affecting program modification appear to be changes in numbers and types of students enrolled and available funding.

k. Length of stay in the bilingual programs is determined on the basis of specified exit criteria. Younger students reach criteria sooner than older students. Approximately two-thirds of the students exit the program within three years. Some 40% of the students remain in the program for four or more years.

l. In general, there is a reasonable good match between services administratively described and those delivered. In all cases, the selection process and time allocations are firmly maintained. In both the Orientation Center and Newcomer Centers all students assigned there are served, and the program carried out as described. In the Regular Bilingual programs additional staff appears to be needed, particularly in the area of bilingual support. In some of the buildings staff is not available who speak the language(s) of some of the students. In most cases, ESL classes are available to NES/LES students. Lack of funding, as opposed to available qualified staff, appears to be major cause of lack of service.

3. WHAT CHANGES HAVE OCCURRED IN TYPE OF SERVICES DELIVERED BY THE DISTRICT FOR LANGUAGE MINORITY STUDENTS? WHAT HAS INFLUENCED THOSE CHANGES?

a. A series of legal and societal changes have taken place over the last decade at the national, state, and local levels which influenced the evolution of the district's bilingual programs.

(1) Changes in the immigration laws in the late 1960s gave rise to a sudden and continuing influx of NES/LES students primarily from Asia and the Pacific Islands. The practical need to integrate these students resulted in the implementation and spread of ESL classes in the early 1970s to serve these students.

(2) Following the passage of the Bilingual Education Act in 1967, and subsequent growth in programs nationwide which incorporated the use of the home language to assist

NES/LES students to continue growth in concept development and academic learning while they were acquiring English, the school district also implemented in 1975 a dual-language program in Cantonese and English in one school. This program was, for all practical purposes, a language maintenance program in that all students, both English proficient as well as NES/LES students, for a part of their school day received instruction in spoken Cantonese and Chinese literacy. At the same time, in keeping with the growing interest both locally and nationally, particularly among language minority populations, in maintaining and fostering the home language and culture, bilingual education spread to other schools in the district.

(3) In 1974, federal legislation (Lau vs. Nichols) was passed that required that special language assistance be provided for limited English proficient students in order to assure equality of educational opportunity for this student population. Subsequently, guidelines, known as the "Lau Remedies," were issued by the Office for Civil Rights (OCR) to assist school districts in complying with the federal legislation. In order to qualify for ESEA Title VII funding support, school districts were required to develop and submit to OCR a Lau Compliance Plan. Following negotiations, the District's plan was approved by OCR in the summer of 1976. Under this plan, NES/LES students are to be provided services aimed particularly at developing English language proficiency and are, in addition, to receive course content assistance in the home language in required subject areas. Students are to be mainstreamed when it is determined that they are functioning within or above the "normal range" for the student's age and grade placement on standardized achievement tests (23rd through 70th percentile). A provision was made for participation in the special language programs on a voluntary basis of a limited number of English proficient students at the discretion of the school district.

However, other changes were occurring in the district during that period which had significant impact on the nature and direction of the development of the district's bilingual programs. The district was experiencing a general decline in total enrollment, yet in late 1975 the nature of the students requiring language assistance, both in numbers and as regards the educational background of many new arrivals, began to change dramatically. The fall of Saigon in 1975 resulted in a large influx of Vietnamese students. By the 1976 school year, the interaction of the increased numbers of students eligible for language assistance, and the effects of the district's Lau Compliance Plan, resulted in greatly expanded bilingual program staff. From 1976 to 1978, the increased

flow of students continued. In 1979, this flow was further increased due to the exodus of Laotian and Cambodian peoples. The net result has been a rapidly increasing population eligible for, and requiring provision of, bilingual program services under the terms of the district's Lau Compliance Plan. It was during this period also (1978) that the district implemented its Desegregation Plan which involved transporting students in a system of paired and triaded schools. The net result of these events was a reorganization of the district's bilingual programs to (a) assist in achieving racial balance in the schools, (b) allow clustering of students by language groups and by unique educational needs, (c) provide differentiated services in keeping with the needs of different types of students, and (d) to focus services on those children of greatest need, within the limitations of available funds.

On the heels of these changes came the passage of the Transitional Bilingual Instruction Act (1979) at the state level and the adoption in 1979 of district policy which specified clearly a transitional bilingual program with the goals to develop English language proficiency in identified students, and to enhance the positive self image of NES/LES students.

Thus, from the early 1970s to the present the character of the district's bilingual program has shifted from its initial emphasis on English language development toward home language maintenance and back again to emphasis on English language proficiency as its primary goal.

Legislative mandates, state and federal guidelines, and practical considerations related to fiscal constraints have clearly been the most powerful factors guiding the development of the district's bilingual program. Pedagogical considerations have played a lesser role and have been most evident at the classroom level.

4. WHAT LEVEL OF ACADEMIC ACHIEVEMENT DO STUDENTS, CURRENTLY ENROLLED IN THE SCHOOLS AND WHO HAVE PARTICIPATED IN THE DISTRICT'S PROGRAM FOR LIMITED ENGLISH PROFICIENT STUDENTS, OBTAIN AS MEASURED BY STANDARDIZED ACHIEVEMENT TESTS?

   a. Student achievement data in the Spring of 1980 showed that the Asian groups studied were overrepresented in the lower three stanines (23rd percentile) as compared to the national norm groups in the areas of total reading, total language, and total math.

      In Reading, certain of the groups were more widely represented in the lower stanines than were others. However, from 50% to 89% of these students scored at or below the 23rd percentile.

A similar pattern holds for scores on Total Language. The Chinese students showed a somewhat lesser representation in the lower three stanines in Language than for Reading.

A considerably different pattern emerges for the language groups studied in Total Math. Laotian and Cambodian students are overrepresented in the lower three stanines; the Chinese and Vietnamese students appear to be achieving at or above the national norms in Math.

b. Predictions based on a sample of Cantonese-speaking students currently enrolled in the bilingual programs place this sample of students at the 46th percentile in Reading at the end of sixth grade and at the 80th percentile in Math.

SYNOPSIS OF THE STUDY - SPANISH SITE

A. Design

The study was designed to provide information, in a historical context, about the nature and extent of services provided for language minority students attending the El Paso School District. The study was guided by four primary questions:

1. What are the general characteristics of the region and population served by the district?
2. What are the characteristics of services presently provided by the district to students of no or limited English proficiency (NES/LES)?
3. What changes have occurred in type of services delivered by the district for language minority students? What has influenced those changes?
4. What level of academic achievement do students currently enrolled in the schools and who have participated in the district's program for NES/LES students obtain as measured by standardized achievement tests?

The El Paso School District has 50 elementary schools that serve NES/LES students. These schools are classified as Priority I schools (95% Hispanic students), Priority II schools (65%-95% Hispanic students), and Priority III schools (32%-65% Hispanic students). In order to document variation in services, the study gathered information on all three types of schools and across a variety of grade levels. Descriptive data were collected from (1) school documents, (2) on-site interviews with school principals, classroom teachers, and program administrative staff, and (3) formal and informal classroom observations.

B. Summary of Findings

1. WHAT ARE THE GENERAL CHARACTERISTICS OF THE REGION AND THE POPULATION SERVED BY THE DISTRICT?

a. El Paso is located in the westernmost corner of Texas and is bordered by New Mexico on the west and by the Republic of Mexico on the south. The Rio Grande river separates El Paso from its sister city of Ciudad Juárez, Chihuahua. These two cities have a total population in excess of a million. Approximately 850,000 people live in Juárez and about 475,000 reside in El Paso. Sixty percent of the El Paso population is Hispanic. The major industries in the area include: clothing manufacturing, farming, ranching, mining, and tourism. The military installations also contribute significantly to the economy of El Paso.

b. The district serves a student population of 61,359 of which 68% are of Hispanic origin. The percentage of economically deprived, mostly Hispanic, is approximately 49%. The district currently serves 10,738 educationally deprived students in 32 Title I campuses. These same campuses are part of 52 campuses which provide bilingual instruction to 33,471 students in kindergarten through sixth grade. Of those 33,471 students, 11,164 are limited-English-proficient. An additional 1,031 LEP students are served in grades 7-12 by English-as-a-Second Language instruction.

2. WHAT ARE THE CHARACTERISTICS OF THE SERVICES PRESENTLY PROVIDED BY THE DISTRICT TO STUDENTS OF NO OR LIMITED ENGLISH PROFICIENCY (NES/LES)?

a. Most services for NES/LES students are offered through the district's bilingual program with some additional services from Title I. All students are assessed to determine their language proficiency. This assessment is used as a basis for placement within the program.

b. Students are classified as English dominant, Spanish dominant, bilingual, or bilingual transfers. English dominant students receive all of their instruction in English plus Spanish-as-a-Second Language. Bilingual students receive all of their instruction in English plus Spanish for Spanish speakers. Spanish dominant students receive all of their instruction in Spanish, with the exception that their science, math and social studies are in English. In addition, they receive ESL instruction. Bilingual transfers are those students who started out as Spanish dominant and have been reclassified as English proficient. For these students the district has a special program designed to bridge the gap between the Spanish and English basal readers.

c. In Title I schools NES/LES students who are not progressing satisfactorily are given additional help in language arts and math instruction.

3. WHAT CHANGES HAVE OCCURRED IN THE TYPE OF SERVICES DELIVERED BY THE DISTRICT FOR LANGUAGE MINORITY STUDENTS? WHAT HAS INFLUENCED THOSE CHANGES?

a. Many changes have come about in services to NES/LES students since the days of only English-as-a-Second Language classes which the district offered as early as 1947. One of the most important changes has been the inclusion of Spanish as a medium of instruction and Spanish-as-a-Second Language classes. Another important change has been the expansion of services to NES/LES students from a few schools to over 50 campuses. Other changes included the development of instruments for assessing language proficiency and the development of bilingual curriculum for grades K-6.

b. Changes in type of services that the district provides presently to language minority students is significantly different from those it used to provide. These changes have been influenced by a series of legislative, executive, and judicial decisions; however, the most important factor that has influenced the bilingual program was the development and adoption of the district's Comprehensive Educational Plan.

The Comprehensive Educational Plan was offered as a response to concerns raised by the Office for Civil Rights' investigation (1972), and this plan has been implemented very faithfully by the district. The Lau vs. Nichols decision encouraged the district's use of native language instruction and ESEA as well as Senate Bill 121 (Texas) provided the funds to carry out many of the activities specified in the Comprehensive Educational Plan.

4. WHAT LEVEL OF ACADEMIC ACHIEVEMENT DO STUDENTS CURRENTLY ENROLLED IN THE SCHOOLS AND WHO HAVE PARTICIPATED IN THE DISTRICT'S PROGRAM FOR NES/LES STUDENTS OBTAIN AS MEASURED BY STANDARDIZED TESTS?

The El Paso School District uses the California Achievement Test (CAT) as one indicator of academic achievement of NES/LES students. However, student achievement data are not broken down by students of particular language categories nor by students who have undergone a particular programmatic treatment. Nonetheless, student achievement in this heavily-impacted Spanish-speaking area has shown steady progress toward the national median in the last five years. In 1981, the district median was somewhat below the national median in Reading and Language, but near the national median in Math. Student performance in Title I schools studied, while comparing favorably with the median performance districtwide in Reading, Language, and Math, is considerably lower than the national median, particularly in Reading. In the non-Title I schools in the study, student achievement generally exceeds the district median in all three areas, and in most cases, is at or above the national median.

SYNOPSIS OF THE STUDY - NAVAJO SITE

A. Design

The study was designed to provide information, in a historical context, about the nature and extent of services provided for language minority students within two school districts that serve Navajo students. The study was guided by three primary questions:

1. What are the general characteristics of the region and population served by the district?

2. What are the characteristics of the services provided by the district to students of no or limited English proficiency (NES/LES)?

3. What changes have occurred in type of services delivered by the district for language minority students? What has influenced those changes?

4. What level of academic achievement do students, currently enrolled in the schools and who have participated in the district's program for limited English proficient students, obtain as measured by standardized achievement tests?

Descriptive data were gathered from (1) school documents; (2) on-site interviews with school administrators, bilingual programs personnel, classroom teachers, teacher aides, community representatives, and (3) informal classroom observations.

B. Summary of Findings - School #1

1. WHAT ARE THE GENERAL CHARACTERISTICS OF THE REGION AND POPULATION SERVED BY THE DISTRICT?

   a. The district consists of one school (grades K-6), which serves two Navajo chapters. It is situated on the Navajo reservation in New Mexico in an isolated rural area accessible only by dirt road. The school serves a 125 square mile area. The vast majority of the school's 117 students is bussed to school from along 93 miles of bus route, mostly on unpaved roads.

      All of the students are Navajo, except six children of non-Navajo school staff.

b. All of the children are from low income families. Most of the Navajo adults are either unemployed or are sheepherders. They depend upon the federal government for economic aid.

The Navajo population has remained stable for many years, with the vast majority of the adult population having been born in the area.

The Navajo language is the dominant language used in the home, and many of the adults speak little or no English and have had little or no formal schooling.

c. Parents expressed an interest in having their children become bilingual speakers of English and Navajo, and they are concerned about the quality of education for their children.

d. In the past the school was run directly by the Bureau of Indian Affairs (BIA), and with decreasing enrollment due to competition from other schools in the region, the BIA in 1972 decided to close the school. With community support, the Navajo tribal members from the two local chapters entered into contract with the BIA to operate the school, and thus in 1972, the school became a "contract" school with considerable control over school policy and practice falling into the hands of a local school board.

e. Prior to 1972 the instruction provided to children was virtually all in English. No special language assistance program was provided.

f. The school's bilingual program began in the 1972-1973 school year in the form of ESL classes offered to students in kindergarten through grade three. An audiolingual approach was pilot tested during that year and was rejected after one year on the basis of cultural inappropriateness.

The following year (1973-1974), the school began to experiment with organizational and instructional models which have evolved into the school's present comprehensive educational program which is multifaceted and incorporates the use of Navajo in the instructional program.

g. In the 1974-1975 school year, the school received a one-year ESEA Title VII planning grant to hire specialists to assist teachers in curriculum planning. Except for that one year, no Title VII monies have been utilized by the school district.

ESEA Title I funding has been utilized by the school over the past 10 years, mainly to hire reading specialists to assist students at the intermediate and upper grades who were having difficulty progressing in their English reading skills.

Beginning in 1975-1976, ESEA Title IVA and IVB have been requested and received by the school to hire and maintain staff to develop culturally-relevant materials, in both the Navajo and English languages, to support their currently-implemented program.

2. WHAT ARE THE CHARACTERISTICS OF THE SERVICES PROVIDED BY THE DISTRICT TO STUDENTS OF NO OR LIMITED ENGLISH PROFICIENCY (NES/LES)?

   a. The school provides a comprehensive educational program which addresses four key student needs: academic, social, emotional, and physical. The academic needs are met in the following instructional areas: English Language Arts, Navajo Language Arts, Navajo Cultural Studies, Mathematics, Science and Ecology, Social Studies, Career and Health Education, Music, Art, and Compensatory Instruction.

   b. Instruction in each of the above areas is bilingual in the early grades, making a transition from Navajo as the principal medium of instruction to English as the principal medium of instruction at approximately the third grade level in all areas except Navajo Language Arts and Culture.

      Literacy instruction in biliterary throughout the program, with initial instruction in the student's native language (Navajo for all but a very small minority), and introduction of English literacy as soon after initial success in Navajo literacy and English comprehension skills will permit. Navajo literacy skills are taught with full emphasis up to the end of second grade, and taught on a maintenance basis from third grade up.

      Social studies instruction is bicultural, with additional resources devoted to the development of community-based cultural content for the Navajo cultural instruction.

   c. A variety of support services are provided which supplement the instructional program to meet the social, emotional, and physical needs of the students: human relations training and discipline procedures of the school, counseling services, monitoring of student health, transportation to medical services, food services, and clothing assistance.

   d. Time allocations in English and Navajo vary as a function of grade level. In grades K-2, instruction is bilingual in reading, mathematics, music, science, and social studies with half in English (by native English-speaking aides). In grades 3-6, all instruction is in English (by certified teachers, none of whom are bilingual) with Navajo Language Arts and Culture taught by native Navajo-speaking aides for 60-90 minutes per day.

   e. Entry/exit criteria are not viewed in the same way as they are in "traditional" bilingual programs. Since the "bilingual"

program is the program of the school, all children attending the school participate in all aspects of the program. Thus criteria for entry is enrollment in the school. Since the program extends throughout the school and at all grade levels, exit from the program occurs at the time the student completes sixth grade or terminates enrollment in the school. However, student language dominance is assessed informally on entry into school, and student progress in the program is monitored through formal testing carried out periodically.

f. The primary goal of the special language program currently implemented is to develop students who are bilingual and biliterate in Navajo and English. The development of biculturalism is seen as an important secondary goal.

The goals of the program prior to 1973-1974 appear to have been the development of academic skills through the use of English only. The change in goal focus occurred at the time when the community took over the leadership of the school and appears to be related to community recognition of the desirability of and need to maintain and foster the home language and culture for both social and academic purposes.

g. The instructional model adopted for oral English instruction is one in which communication (transmission and comprehension of meaning) is the major focus, as opposed to correctness of form. The instructional techniques used are those deemed culturally appropriate for Navajo students. These include (1) focused and unfocused modeling in a two-way communicative context; (2) focused elicitation in a two-way communicative context; (3) corrective modeling of English in a two-way communicative context; (4) cognitive foundation experiences in native-language setting, which prepare children to handle English structures which differ vastly from Navajo structure and usage (e.g., tense distinctions, gender).

Literacy skills are introduced in the native language using "language experience" and "key" word methods. Concurrently, English comprehension skills are developed. As the students demonstrate functional reading ability in Navajo, they are introduced to written English using forms that are now comprehensible to the students. Formal reading instruction of novel materials is begun in English only after the student has demonstrated knowledge that reading is a process of getting meaning from written sound-related symbols.

The school participates in the Navajo Teacher-Training program, a joint effort conducted in conjunction with the University of New Mexico at Albuquerque. These classes are held one day per week throughout one semester. Navajo aides are allowed leave of absence to travel to the neighboring town to participate in these classes.

Most teachers and aides reported that they were given much flexibility in carrying out their daily classroom instruction. Their program is guided, however, by certain objectives provided by the curriculum center.

h. Personnel for the school is appointed by the school board.

i. There has been a concerted effort over the past several years to prepare appropriate curriculum materials in both Navajo and English. In spite of this effort, the quantity of appropriate materials is still in short supply, in both Navajo and English. This is due in part to lack of existence of such materials and in part to lack of funds to buy a sufficient quantity of those that do exist.

j. Supplementary funding for the school's instructional program over the past 10 years has come primarily from ESEA Title I and Title IVA and IVB. Limited use has been made of ESEA Title VII funds.

k. The school at present has one non-certificated Special Education teacher. The BIA has not approved the use of this teacher, and thus the Special Education services are in jeopardy.

l. Evaluation of services occurs in two forms: external and internal. External evaluation occurs yearly and is used to report to supplementary funding sources (Title I and Title IV). Standardized achievement tests are used to measure progress in English. A severe deterrent to the measurement of progress in Navajo is the lack of appropriate tests in that language. At present, the school relies on informal assessment by teachers of student progress in Navajo.

Internal evaluation occurs every three years. Teachers and members of the two local communities are asked to prioritize needs and to state how well the school is meeting needs in specified areas. The results of the internal evaluations have been used to guide school policy (i.e., greater emphasis on Navajo literacy) and to modify and expand curriculum and curriculum development.

m. Length of stay in the program is determined by the length of stay in the school. Most children, because of the nature of the program, remain in the program from kindergarten through grade 6.

n. There appears to be a reasonably good match between services as administratively described and those actually delivered. Where discrepancies occur, they appear to be related to budget constraints, lack of appropriate materials, and turnover of staff. Mobility of non-Navajo staff is quite high (average of less than two years in the school); length of stay of Navajo teachers is five or more years.

3. WHAT CHANGES HAVE OCCURRED IN TYPE OF SERVICES DELIVERED BY THE DISTRICT FOR LANGUAGE MINORITY STUDENTS? WHAT HAS INFLUENCED THOSE CHANGES?

   a. The change from a BIA school to a "contract" school in 1972 gave rise to the use of the home language in the instructional program. Community interest in maintaining the home language and culture was a prime factor in bringing about this change.

   b. The school's present organizational and instructional model is an outgrowth of experimentation which took into consideration cultural and societal factors which influence the learning behaviors of Navajo children.

   c. The use of Navajo in the instructional program has brought more Navajo adults into an active role in the school. Inservice training programs provided through school funding has developed a cadre of Navajo teachers which expands the intellectual and economic base of the community.

4. WHAT LEVEL OF ACADEMIC ACHIEVEMENT DO STUDENTS, CURRENTLY ENROLLED IN THE SCHOOLS AND WHO HAVE PARTICIPATED IN THE DISTRICT'S PROGRAM FOR LIMITED ENGLISH PROFICIENT STUDENTS, OBTAIN AS MEASURED BY STANDARDIZED ACHIEVEMENT TESTS?

   a. Standardized test scores in English over the past five years show that the students in general perform several years below grade level with a steady improvement in overall scores except at grade three.

      In reading, fifth and sixth grade students have shown the greatest progress, with sixth grade students performing at the national norms in 1981.

      While substantial gain has been made in math scores, the students are still performing below national norms.

      In language, the students at all grade levels are performing below the national norms, and only minor gains are evident at some grade levels in certain years. Lack of sustained exposure to English, except in school, is undoubtedly a contributing factor.

C. Summary of Findings - School #2

1. WHAT ARE THE GENERAL CHARACTERISTICS OF THE REGION AND POPULATION SERVED BY THE DISTRICT?

a. School #2 is a boarding school operated by the Eastern Navajo Education Agency of the Bureau of Indian Affairs, Navajo Area. The school serves two Navajo communities of 600 individuals.

More than two-thirds of the student population (approximately 115 students) are provided room and board at the school dormitory. Only about 18% are bussed day students, with many of these being kindergarten students. Less than 15% are children of staff members living on the school compound.

Almost all of the teachers and staff reside in small houses on the compound, with only a few of them commuting each day from homes in the nearby town some 40 to 50 miles away.

b. All of the children are from low income families. Some of the adults are sheepherders, some work at a nearby mine or with small businesses and schools in the neighboring towns, however, more than 60% of the adults are unemployed.

Many of the children come from homes where one or both parents are absent from the home and/or community.

The language of the community is Navajo with few, if any exceptions. Some 98% of the children enter school speaking no English at all. All school business between parents and school personnel is conducted through the use of a bilingual interpreter.

c. The school has served the two Navajo communities in the area since 1937. Prior to 1963, a one-room school house served some 60 children taught by one male teacher who also served as principal.

In 1963, the BIA converted the school into a boarding school. Prior to 1972, it served only grades K-3. Beginning in 1973, a grade was added each year so that by 1977 the school was serving grades K-8. Children from two grade levels were clustered in one classroom and served by one teacher. This clustering of students reflects the current organizational structure.

d. Prior to the early 1970s all instruction was carried out in English only. ESEA Title I funds obtained by the school throughout the late 1960s was used primarily to buy school supplies and equipment. Beginning in the early 1970s, Title I proposals focused more on the academic needs of the children, and bilingual Navajo aides were hired to assist the children in the classroom.

e. Bilingual education as a practice did not begin until the the first ESEA Title VII funds were received in the 1975-1976 school year. Title VII funding has been continuous since 1975, but the quality of the bilingual program has varied considerably over the past seven years. The first years of Title VII funding provided teachers for grades K-3. Funds for the 1978-1979 school year were used for planning only. It was not until the 1981-1982 school year that bilingual services were expanded to include grades K-5.

f. In the early bilingual programs the emphasis was on maintaining the Navajo language and culture. However, because of changes in federal guidelines and the changing political realities, the maintenance philosophy gave way to a more transitional philosophy in which Navajo literacy skills were not given as high a priority as English literacy skills. Even from the beginning, the proportion of time devoted to Navajo instruction was greater in first and second grade as opposed to the higher grades.

In the early and mid-1970s ESL classes were offered to the students using an audiolingual approach. This was judged to be culturally inappropriate and was rejected in the mid-1970s, giving way to the use of techniques such as modeling and unfocused corrective feedback.

2. WHAT ARE THE CHARACTERISTICS OF THE SERVICES PROVIDED BY THE DISTRICT TO STUDENTS OF NO OR LIMITED ENGLISH PROFICIENCY (NES/LES)?

a. The school facility is organized with two grade levels per classroom with grades 1-2, 3-4, 5-6, and 7-8 house together, respectively. Kindergarten is housed in a classroom located in an adjacent building.

Each classroom is self-contained and is staffed by a certificated teacher (monolingual English-speaking in each classroom except for grades 3-4 which is staffed by a bilingual teacher), a Title I aide (all are bilingual), and a Title VII aide (all are bilingual interns who spend four hours per day in their respective classrooms).

The certificated teacher is responsible for all instruction. The Title I aides work mainly in the English Language Arts areas (oral language and reading, with the Title VII interns mainly responsible for instruction dealing with Navajo culture (which includes social studies and science) and mathematics. The Navajo language is used by the aides to support the students' understanding of concepts, to develop pride in their culture, and to foster and develop their use of Navajo.

b. Time allocations in English and Navajo vary as a function of grade level and subject matter content. In the early grades some attention is given to introducing children to written Navajo while they are acquiring oral skills in English.

However, emphasis is placed on acquiring English reading skill at all grade levels. In all grades, instruction in social studies (mainly Navajo culture) is given primarily in Navajo (approximately 30 minutes per day). Mathematics and spelling are taught in both English and Navajo (about 30 minutes per day). In grades 3-4, where there is a bilingual teacher, mathematics (about 45 minutes per day) and social studies/health/science (approximately 45 minutes per day) are taught using both languages. In grades 5-6 and 7-8, both Navajo culture (about 55 minutes per day) and social studies (approximately 25 minutes per day) are taught using both languages.

Since most of the children live in the school's dormitory, their education continues on a 24-hour basis. There are numerous extracurricular activities available (e.g., guitar classes, dance classes, basketball games, films, parties). The dormitory is equipped with a billiard table and a television which the children have access to in the evenings. The school staff volunteer much time and energy to organizing these activities.

c. Since the school receive Title VII funds, it has specified criteria for entry into and exit from the program. In order for the students entering at kindergarten or first grade to receive bilingual services, they must score at or below 50% mastery on the Minimum Grade Criterion Referenced Test which is normed on Eastern Navajo District Schools. Once they can demonstrate 95% mastery on total language and academic-related areas of this test, they are no longer eligible for services. Children in grades two through five who score below the 40th percentile on the Total Language Arts and Reading sections of the CTBS in English are eligible for services. Students who score at or above the 70th percentile on the CTBS are no longer eligible for service.

   In actuality, entry/exit criteria are of little significance except as a procedure for reporting to Title VII. There is only one class for every two grades in the school, and all children remain with the same teacher and aides and instructional groups, regardless of how they perform on the standardized tests. In other words, all children are exposed to the same instructional treatment.

d. Parents, teachers, aides, and administrators alike agree that the promotion of the Navajo culture is important, but there are differences in opinion as to the role that the Navajo language should have in instruction in the classroom. Parents felt that maintaining and developing skill in speaking Navajo was an important goal (so that children can communicate with the elders of the community) but that learning to read and write in Navajo was not an important goal because of the total lack of available books written in Navajo. Some school personnel felt that students should have the option to learn to

read in Navajo and should be free to choose whether or not they want to become literate in Navajo. The Navajo aides, on the other hand, felt that children should learn to read and write equally well in Navajo and English. At present, there seems to be no consensus as to what role the home language should play in the instruction of the students.

e. Teachers and aides reported that they have much flexibility in carrying out their daily classroom program. The principal checks occasionally to see if the teachers are writing their lesson plans, but very little monitoring goes on.

The school participates in the Navajo Training Program, a joint effort conducted in conjunction with the University of New Mexico at Albuquerque. These classes are held one day per week throughout one semester. The Navajo aides are allowed leave of absence to travel to the neighboring town to participate in these classes.

f. Personnel for the school is hired by the school board on the recommendation of the school principal.

g. The teachers in general seemed quite satisfied with the quantity and quality of the materials, especially those in English. All teachers agreed that the Navajo materials were appropriate, but that there should be more available.

h. Supplementary funding for the school's instructional program has come primarily from Title I (since the 1960s) and from Title VII (which has been continuous since 1975).

i. The school has maintained a special education program for the past three years. Services are provided by one special education teacher in a makeshift classroom in one section of the game room of the school dormitory. None of the children presently served are severely retarded. They spend less than 50% of their instructional time in the program.

j. Evaluation of services occurs in two forms: external and internal. External evaluation occurs yearly and is used to report to Title VII. Standardized achievement tests are used to measure progress in English. However, there is considerable resistance by the community to the use of these tests and their validity and utility is seriously questioned by the school board. No formal assessment of the children's progress in Navajo is undertaken.

Not much is known about how the school handles its internal evaluation. However, it seems that needs assessment has been carried out periodically in the past years.

k. Length of stay in the program in reality is determined by the length of stay in the school. Although exit criteria is specified (70th percentile or above on the CTBS) children seldom reach that criteria throughout their school experience.

1. There appears to be a reasonably good match between services as administratively described and those actually delivered. Where discrepancies occur, they appear to be related to budget constraints, inadequate training of the Navajo aides, and turnover of staff. However, teachers are tending to stay longer than in the past. Teachers presently there in the school have been in the school from three to 10 years. Navajo teacher aides (most of whom were born in the community) tend to stay longer than non-Navajo personnel.

3. WHAT CHANGES HAVE OCCURRED IN TYPE OF SERVICES DELIVERED BY THE DISTRICT FOR LANGUAGE MINORITY STUDENTS? WHAT HAS INFLUENCED THOSE CHANGES?

   a. The major changes that have occurred in type of services delivered are in the instructional program. Beginning in 1975, with the award of a Title VII grant, the school has employed the use of the Navajo language to support learning in the school instructional program. Community interest in maintaining the home language and culture was a prime factor in bringing about this change. Funding which made is impossible to train Navajo adults to perform a function in the school program was also a contributing factor.

   b. The school's present instructional model for teaching ESL is an outgrowth of experimentation which took into consideration cultural and societal factors which influence the learning behaviors of Navajo children.

   c. The use of Navajo in the instructional program has brought more Navajo adults into an active role in the school. In-service training and intern programs provided through school funding has developed a cadre of Navajo teachers which expands the intellectual and economic base of the community.

4. WHAT LEVEL OF ACADEMIC ACHIEVEMENT DO STUDENTS, CURRENTLY ENROLLED IN THE SCHOOLS AND WHO HAVE PARTICIPATED IN THE DISTRICT'S PROGRAM FOR LIMITED ENGLISH PROFICIENT STUDENTS, OBTAIN AS MEASURED BY STANDARDIZED ACHIEVEMENT TESTS?

   a. Standardized test scores in English over the past five years show that the students in general perform well below the national norms. This pattern holds true for mathematics as well as for language and reading.

INTERPRETATIVE SUMMARY OF THE FINDINGS ACROSS THE THREE SITES

Since the passage of the Bilingual Education Act in 1968, bilingual education programs and practices have become widespread throughout the United States. In the 1980-1981 school year, there were 516 basic projects in 91 languages funded by ESEA Title VII. Approximately 79 percent of these programs serve Spanish-speaking students who are concentrated in 11 states. Programs which serve Asian or Navajo students are not as numerous as those serving Spanish-speaking students. However, these groups represent a sizeable number of NES/LES students, and unlike the Spanish-speaking students, they are concentrated in particular areas of the country. Asian students tend to be concentrated in urban and coastal areas; the Navajo students, for the most part, reside on reservation lands of New Mexico and Arizona. The three descriptive studies reported in this document are case studies of selected school districts which serve Asian, Spanish, or Navajo students. Findings from these case studies cannot be generalized beyond the specific population studied, however, they do serve to identify some of the variations which exist in bilingual education practices and some of the factors which have shaped those variations.

A. Region and Population

The geographic region served by the school district is a contributing factor to the composition and nature of the student population to be served. The large, urban west coast port district (Asian site) serves some 80 different language groups. While the majority of these are Asian, they speak a number of different languages and for the most part are foreign born. In addition, the geographic region in which this school district is located

has since 1975 been designated by the federal government as a primary relocation site for Indochinese refugees. This has resulted in not only a large and rather sudden increase in numbers to be served but also in a change in the nature of the new student population to be served (i.e., previous educational histories). The school district serving the Spanish site is also located in a large, urban area, but its close proximity to the U.S.-Mexico border results in primarily a single non-English language group requiring special language assistance. While many of the NES/LES students were born in and reside permanently in the area, there is a constant flow of students back and forth across the border resulting in yet another set of unique educational challenges. The schools in the Navajo site are located in an isolated, rural area of an Indian reservation and serve a single non-English native-born language group. Rural conditions as well as a long history of isolation from English-speaking communities create a set of educational needs that are different than those found in urban areas. Thus, there are a number of factors related to geographic location which appear to have affected and shaped bilingual practices in the districts studied. These include:

- a single non-English language group vs. multiple non-English language groups within the population to be served;
- urban vs. isolated, rural conditions;
- proximity to the U.S. border area;
- immigrant/refugee vs. U.S. born students.

The density and distribution of NES/LES students within the school population influence not only who gets service, but also the organizational structure of the bilingual programs. In two of the sites (Spanish and Navajo) the "minority language group" is actually the majority within the

school population (high density). In those two sites most children, regardless of their English language proficiency, participate in an in-class "bilingual program" and receive instruction in the minority group language. In the Asian site where the density of the total NES/LES population, as well as the NES/LES population of any particular language group, is relatively low pull-out classes are provided, and only limited English proficient students are provided "bilingual program" services.

The programs in the three sites have also been affected by the distrubution of the NES/LES students within the district. In the two districts with high density of the minority language group, desegregation policy at the local and federal levels has had little effect on the distribution of students and consequently on the form bilingual education has taken in those districts. Conversely, in the district with low density of NES/LES students, desegregation efforts have resulted in a relatively low target population within a given school. Thus, bilingual education services for these children have become, for practical reasons, regular mainstream programs with pull-out classes providing ESL instruction and bilingual support for only those children of limited English proficiency.

B. Educational Practices in Previous Years

Prior to the early 1970s, English was the only language used officially in the schools as the medium of instruction, with the exception of a short-lived experiment in bilingual instruction at the Spanish site in the late 1960s. Special language assistance in the form of ESL classes preceded bilingual education programs (i.e., using the non-English home language in instruction) in each of the three districts studied, indicating that schools were sensitive early on to the special language needs of the students and had a

mechanism for responding to those needs. In the heavily-impacted minority language Spanish site, the forerunners of ESL classes were in operation as early as 1947. However, ESL instruction, as it is known today, came into use in each of the districts in the early 1970s.

Bilingual education practices, as defined today, undoubtedly were given impetus by the passage of the Bilingual Education Act in 1968 and the availability of federal monies to implement such practices. ESEA Title VII monies were used in both the Spanish and Navajo sites in the implementation of their first bilingual program efforts. However, state URRD monies were utilized initially in the Asian site for this purpose. While Title VII funds have provided support to the bilingual programs in each of the sites, at present the Asian and Spanish sites are receiving only limited assistance from Title VII (only 17% of the present budget for bilingual services in the Asian site is Title VII monies; in the Spanish site Title VII funds are used only for staff development), and one of the schools in the Navajo site is not receiving such funding. A variety of funds from other sources is being used extensively at present to support the special services delivered to NES/LES students. These include local and state monies as well as federal sources other than Title VII (e.g., Title I, IVA, IVB, VI, and Federal Refugee Assistance). One possible interpretation of this finding is that Title VII funds were used to implement and develop bilingual programs in their early stages (in keeping with the federal intent of such funds), and as programs were developed and expanded the quantity of Title VII funds was not adequate to support these expanded services. Thus, alternative sources of funding were explored and in time school districts became less dependent on Title VII for the major funding source to support special language programs. Another factor which undoubtedly influenced the shift in funding

away from dependence on Title VII was the fact that local and state agencies, for whatever reason, began to allocate monies to support such services. An additional possible interpretation of this finding is that school districts found Title VII guidelines too restrictive in terms of their use and/or too great an emphasis on a single model of bilingual education (i.e., transitional in nature) to warrant continued use of such funds.

C. Changes in Services Delivered and Factors Which Influenced Those Changes

As noted earlier, special language assistance programs began initially in the early 1970s as special English language classes for NES/LES students, with the goals of such programs aimed at integration and assimilation. This instruction came about as the result of a practical need to serve a rapidly-growing population of students of no or limited English proficiency. These programs were then expanced in the early and mid-1970s to include the use of the home language in the instruction of language minority students. Priority was still given to serving those children of greatest need; however, they were not limited to only NES/LES students, and students of various language categories were allowed and encouraged to participate in these programs. In most cases, these programs were implemented in particular grade levels in particular schools with the intent of expanding year-by-year to other grades and to other schools. Implementation and growth of such programs was undoubtedly encouraged by the passage of the Bilingual Education Act and the availability of federal monies to support these programs, but they were also encouraged by the sociopolitical climate of the times in which language minority populations, as an outgrowth of the civil and human rights movement, were examining their role in American society. Maintenance of the home language and culture was seen as an inalienable right of these citizens. There

was also a growing concern, both at the local and national levels, that NES/LES students were being denied equal access to education in schools where English was used as the sole means of instruction. It was in this sociopolitical climate that the Lau vs. Nichols decision was handed down in 1974 by the U.S. Supreme Court. This decision gave rise to the issuance of the Lau Remedies by the Office for Civil Rights (OCR) and to subsequent investigations by OCR of selected school districts to determine the extent to which these districts were in compliance with the regulations set forth in the Lau Remedies. To be eligible for Title VII funds, school districts were required to submit Lau Compliance Plans and to negotiate the details of those plans with OCR. This led to legal manuevering, with the net result being that school districts either (1) for their own protection, proposed and negotiated only those services for only those categories of students required minimally under the legal mandates or (2) desisted from further use, or made only limited use, of Title VII funding in order to have greater flexibility in designing and delivering services to language minority students.

Also during the middle to late 1970s, a number of states passed legislation decreeing transitional bilingual programs, with concommitant goals which emphasized the development of English language skills. This led, in some cases, to the adoption of district policy in which the school district, strictly speaking, became accountable for the delivery of services only to students of greatest need (NES/LES); thus, maintenance of the home language through the use of public funds was not officially condoned nor encouraged within those districts. In those cases, and in districts where language maintenance programs already existed, these programs were dismantled. However, in two of the sites studied (Spanish and Navajo), located in states with legislation authorizing transitional bilingual instruction, maintenance

of the home language and culture continues to be an integral part of their bilingual programs. Nonetheless, evidence abounds that the former (transitional bilingual education) rather than the latter (language maintenance bilingual education) is by far the most typical form of bilingual education in existence in this country at present.

It should also be noted here that, at least in the case of the Asian site, the practical necessity of providing even minimal services to a rapidly-increasing, multiple language population of NES/LES students has required an enormous increase in expenditures, resulting in a reallocation of available resources, and the adoption of a more realistic district policy, thus rendering the continuation of home language maintenance program at that site fiscally unrealistic.

D. Current Student Population

The major findings relative to the current student population being served in special language assistance programs across the three sites are that:

1. there has been over the past years, and continues to be, a substantial increase in NES/LES students enrolling in the schools;
2. they are, for the most part, from low income families;
3. certain of the groups are primarily native born and whose families are long-time residents of the U.S., whereas others are children primarily from new immigrant and refugee groups.

A number of factors contribute to the increase in numbers of students to be served. The reality is that the NES/LES population has actually grown due not only to new immigration and the admission to the U.S. of large numbers of refugees in recent years, but also to a rising birth rate among Hispanics. The increase is also undoubtedly a function of improved and more

systematic effort and means on the part of schools of identifying students in need of special language services.

NES/LES students come from homes where a language other than English is the primary language of communication. Often the adult breadwinner(s) in the homes lacks sufficient command of the English language and/or formal education to obtain jobs with salaries commensurate with their needs, and while progress has been made in equal employment opportunities, certain language minority groups (whether native or foreign born) have traditionally been associated with low-paying jobs. Thus, NES/LES students tend to be from low income families and to suffer from some of the educational disadvantages that accompany poverty. However, certain of the immigrant and refugee groups which have previously come to this country have, with time, learned English and obtained sufficient education (while still preserving their native language for some generations) to gain economic mobility. This may well be the case with certain of the present immigrant and refugee groups.

E. Educational Services Available to Language Minority Students

Educational services provided to language minority students consist not only of the instructional program offered in the classroom, but also include a variety of support services of a noninstructional nature. The programs studied maintain, for example, administrative and supervisory personnel who assume a variety of duties, curriculum development efforts, inservice training of school staff, technical assistance at the building level, resource centers or libraries, and community liaison activities. These support services appear to be essential to the successful implementation of, on the one hand, a complex educational innovation, and on the other, to the nature of the innovation being implemented (e.g., categorical funding involves a

host of administrative details; non-English languages and cultures present new and difficult challenges for schools in terms of instruction and curriculum).

Procedures for identification of students needing special service has been formalized in each of the districts. Generally, some sort of language assessment in English is a part of this procedure. However, in none of the districts studied were any of the commercially-available, standardized tests of oral language proficiency used for this purpose. The two urban districts (Asian and Spanish sites) had developed their tests locally. In the Navajo site, one school uses a locally-developed informal measure of language dominance, and in the other, a criterion-referenced test developed by the Eastern Navajo Education Agency is used with young children and a commercially-available standardized achievement test is used with older children for identification purposes. Except in the Spanish site, formal assessment of the home language is not a part of the identification and/or placement procedures. In that site, performance on their locally-developed Spanish language test is considered for placement within a particular strand of the bilingual program. It is interesting to note that in the Spanish and Navajo sites all children, regardless of their language status, participate in the bilingual program. Thus, assessment serves the purpose of diagnosis/prescription rather than "eligibility for service." Only in the Asian site (and to a lesser extent in School #2 of the Navajo site) was language assessment carried out for the purpose of determining eligibility for service. The reason given by the districts studied for the local development of their measures of language assessment was dissatisfaction with commercially-available tests of oral language proficiency. Thus, these districts have attempted to create a measure more appropriate for their

populations and the purposes for which it is to be administered, as well as for practical considerations related to cost in terms of administration time and the purchase of test materials.

The organizational model adopted by the districts studied varies from site to site. In the high density sites (Spanish and Navajo), the general pattern is that NES/LES students attend "neighborhood" schools and are assigned to classrooms staffed with bilingual personnel. Most of the students' instruction (except for compensatory education, e.g., Title I) is provided by homeroom staff. This organizational pattern is made possible by the naturally-occurring clustering of students of a single home language in particular buildings. Since the minority language population is actually the majority language group in these sites, desegregation and movement of students has not occurred and, thus, has not been a factor in shaping the organizational structure of the bilingual program in those sites.

Conversely, in the Asian site, desegregation efforts, as well as other factors, have affected the organizational pattern. In this site, bussing to achieve racial balance in the schools has resulted in low density of NES/LES students in each of the schools. However, bussing also permits clustering of a particular language group within designated schools while still maintaining an appropriate racial mix. Each school serving NES/LES students is designated to serve students of a particular language or languages and is staffed accordingly. Thus, while maintaining low density in the total building population, a particular language group may reflect the majority of NES/LES students within a given building. Centers are organized within each of these buildings in which special instruction is provided in pull-out classes of small groups that are based on age/grade and instructional needs. Certain of the centers (Newcomer Centers) serve students with

unique needs (i.e., primarily Indochinese refugees), whereas the other Centers (i.e., Regular Bilingual) serve the remaining NES/LES students, with the exception of those students housed temporarily in an Orientation Center. This center serves to provide (1) immediate placement of students enrolling after the first month of school, (2) special intensive instruction for newly-arrived immigrant or refugee students, and (3) stability in the other centers with the transfer of students from the Orientation Center occurring on a planned schedule. This organizational structure represents an innovative attempt by one large, urban district to respond to a whole host of educational challenges brought about by the necessity to deal with desegregation, and at the same to serve a rapidly-growing multiple language NES/LES population and a large and continual influx of students with unique educational histories.

Instructional patterns also varied considerably across the three sites studied. In all cases, English-as-a-Second-Language instruction is included as a major component of the services delivered, as is the use of the home language in instruction to one degree or another. Literacy training in the home language is provided in both the Spanish and Navajo sites; it is not included at present in the program in the Asian site. In all three sites, the home language is used to assist NES/LES students in concept development in the content areas while they are in the process of learning English. In the Spanish and Navajo sites, use of the home language is continued in one or more subject areas throughout the elementary grades.

However, the extent to which the home language is used in the instruction of the students within the three sites and the type of instruction for which it is used appears to be related to two factors: the role of the home language in the wider community; the role of literacy in the home language and/

or the extent to which literacy in the home language is seen as feasible by the target group as well as by school officials.

The first of these factors is related to density. In the Spanish and Navajo sites where the minority language is spoken rather generally within the adult population (within the business community as well as in the home), more opportunity is provided for maintaining the minority language, and motivation to provide education in the non-English language and for the students to reach higher levels of proficiency in that language is relatively greater there than in the low density site. In the high density sites, the non-English language is widely spoken by adults in the community and is used for all manner of business. In the low density site, the non-English languages are spoken by the respective ethnic groups, but these languages are seldom known or used by other ethnic groups within the district. The home language of these groups are used for interpersonal communication among members of the particular ethnic group and to conduct social affairs within the ethnic community, but none of these languages are used widely for professional or business affairs except within a relative small sector of the business community and in trade with the mother countries. Thus, obtaining a rather high level of English proficiency is given considerable importance, if for no other reason than economic reasons.

The role of literacy in the home language within the wider community, as well as the availability of written materials in the home language, appears to influence the degree to which literacy in the home language is emphasized within the school curriculum. In the Spanish site, written materials of various sorts are readily available both in the community and in the schools. In that site, literacy in the home language is introduced early in the school curriculum and is developed to a rather high level. In

the Navajo site, there is an oral tradition associated with the home language and relatively few adults are literate in Navajo (English literacy is more common). Literacy in the home language is introduced along with literacy training in English but a much heavier emphasis is placed on learning to read in English. In that site, literacy materials in Navajo, as well as teachers fully prepared to teach literacy in that language, exist in limited supply. In the Asian site, literacy in the home language, while greatly valued by the ethnic communities involved in the study, is not seen as a feasible goal for students to achieve within present-day bilingual education. The written system of Chinese, for example, is such that it takes years of concentrated study to reach fluency in reading and writing; written materials simply are not available to teach reading and writing in the Vietnamese, Laotian, and Cambodian languages. While use of the spoken forms of the Asian languages is encouraged in assisting students in achieving their academic goals within the public schools, literacy training in one of the home languages (Chinese) is provided only by the ethnic community in classes held after school hours and on weekends.

F. Exit Criteria and Procedures; Goals of Special Language Assistance Programs

Exit (end of service) criteria and goals of the programs appear to be related to the type of program in operation in each of the districts. In districts where home language maintenance programs are operationalized, bilingual program services are provided to students throughout their elementary school experience. Criteria are couched in terms of student progress toward stated objectives and serve as a basis for prescribing programmatic treatment rather than for termination of service. Thus, students in these programs are "transferred" to different strands of instruction within the

program as criteria are reached. The home language and culture, as well as the development of English skills, is viewed as an integral part of the child's education. The goals of these programs are bilingualism and biculturalism for language minority students.

In transitional programs, criteria are specified for termination of service. Student progress is monitored, and as students who were previously classified as NES/LES demonstrate sufficient English language skill and academic progress to meet predetermined levels of performance (exit criteria), bilingual program services are terminated. These students are then assigned to the school's regular, all-English mainstream program. For students who subsequently experience academic difficulties, compensatory education in English is offered in the form that normally is provided to other such students within the general population. The primary goal of these programs, therefore, is to assist the students in acquiring sufficient English to function in an all-English curriculum. The development of the home language is not a primary goal, but rather is viewed as a means of providing support in academic areas only until such time that all academic learning can be undertaken in English.

Two distinct educational philosophies, along with concomitant goals, underlie the two types of programs discussed above. The former (home language maintenance bilingual education) espouses tenets of cultural and linguistic pluralism in which bilingualism and biculturalism are valued and promoted. They also espouse the Developmental Interdependence Hypothesis (Cummins, 1979[1]), which posits that there is a common underlying dimension of cognitive and academic aspects of linguistic proficiency in the first and

[1]Cummins, J. Linguistic interdependence and the educational development of bilingual children. Review of Educational Research, 49 (2), 1979, 222-251.

second language of learners and that the level of competence a bilingual student attains in her/his second language is partially a function of the type of competence the student has develoed in her/his first language at the time when intensive exposure to the second language begins. Thus, in this view, the development of the home language lays the foundation for and assists in the successful acquisition of English.

Conversely, the latter programs (transitional bilingual education) espouse tenets of cultural and linguistic monism. Bilingual education programs are viewed as compensatory education with integration and assimilation as their goal. They also appear to reject the Developmental Interdependence Hypothesis and to view the acquisition of English as a process independent of previous linguistic development, and one which is related primarily to the amount and extent of exposure to English that the learner experiences.

G. Other Educational Services

Compensatory education in the form of Title I services (primarily in ESL, reading, and math) are used extensively in the Spanish and Navajo sites to provide and extend bilingual program services to NES/LES students. In the Asian site, as a matter of district policy, few NES/LES children are served by Title I, and this only where space is available in the Title I program and at the discretion of the school principal.

The need for Special Education services for bilingual students is recognized by each of the districts studied and is available on a limited basis in the high density sites (Spanish and Navajo) where trained bilingual personnel are available. Nonetheless, extreme care is taken to insure proper placement. In the low density, multiple-language site, NES/LES students rarely are placed in special education classes. This is due in great part to a lack of trained staff who speak the various languages of the

groups served to assess, diagnose, and provide services to these students. It is estimated by one of the school districts that their present NES/LES student population will ultimately conform to the general population (5% will have Special Education needs, and 5% will quality for the Gifted and Talented Program).

H. Program Evaluation and Student Outcomes

Formal program evaluations are carried out, usually annually, for the purpose of (1) providing descriptive information to the district for accountability and fiscal planning purposes and (2) satisfying the requirements of funding sources. Information provided by such evaluations are seldom used directly to modify program design. Modification in program design at present appears to be more directly related to level and type of funding available. Lack of use of evaluation data for program improvement results from a number of factors, two of which appear to be primary. First, district level evaluations are conducted to serve a maximum of audiences. For example, some aspects serve to inform desegregation efforts, some are aimed at fiscal planning, and some focus on determining the effectiveness of various forms of services prescribed by the district's Lau Plan. However, program evaluations are seldom planned specifically for the purpose of modifying and improving particular instructional programs. Thus, evaluation data may have implications for program improvement, but the data are seldom adequate to specifically guide program modification to any great extent. Secondly, evaluation specialists are seldom involved initially in planning the design of the program or special project within a program. Thus, the program does not benefit from the evaluator's observations of the relative strengths and weaknesses of a given program design nor of a well thought out evaluation plan prior to the implementation of the program. Often the program

will have been operationalized to such an extent prior to the involvement of the evaluator that there is not sufficient managerial flexibility to permit the evaluator or the evaluation to effect change within the program or project.

In the districts studied, there appeared to be a reasonably good match between services as administratively described and those actually delivered. School districts were attempting, within the limits of their resources, to comply with legislative mandates and needs of students. Monitoring from external sources (e.g., accounting required by funding sources and state educational agencies, as well as threats of legal action from various sources) undoubtedly keeps pressure on school officials to ensure that specified services are delivered.

Length of stay of students in bilingual programs varied depending upon the goals of the program. Generally, in the various programs younger NES/LES students tended to gain proficiency in English and to reach satisfactory academic performance in English in relatively shorter time than did the older students. However, on an average across all grade levels, only about two-thirds of the students are reclassified to English Proficient with three years of service. Others need four-to-five years of service to become proficient in English.

As a group, across all sites, children from the ethnic groups studied (Spanish, Navajo, Chinese, Vietnamese, Laotian, Cambodian) are presently performing below national norms on the reading and language subtests of standardized achievement tests. The range of achievement among the various groups studied is considerable. At present some are closer to the national norms than others. With all except the Chinese and Vietnamese, performance is also low in math.

However, where multiple-year data are available, progress is shown in the direction of the national norms. School district personnel believe, and the records would seem to indicate, that this progress, while slow, is related to the special language services delivered to language minority students in recent years.

Summary

Bilingual education takes various forms in keeping with the necessity to serve diverse populations under diverse conditions and to meet the needs of student populations with varying unique and distinct educational needs. While some progress has been made in the academic achievement of language minority students in recent years, it is evident that special language assistance programs are still needed for a variety of language groups as demonstrated by the academic performance of the groups studied, which is uniformly lower than the national norms on standardized achievement tests, particularly in Reading and Language.

Although there are some features of bilingual education practices in common among the sites studied, these bilingual education programs vary in some important ways (e.g., who gets service and for how long; how such services are delivered). This suggests that no one model of bilingual education can serve all NES/LES populations under all conditions equally well. Federal and state policies which guide educational practices for language minority students must be broad enough to allow school districts the flexibility needed to tailor educational programs to fit the unique needs of their own school population and the communities which they serve.

Appendix A

Interview Guides
Parent Questionnaire
Student Interview

INTERVIEW -- Administrative/Supervisory Personnal

District	Program
Date	Title

1. General description of the region and population served by the district, size of the district, distinguishing features.

2. Educational practices in previous years.

3. Changes in services available to LEP students in recent years. When? What influenced the changes?

4. Mobility of the population

5. Socioeconomic status of the group

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6. Organization for instruction at the district level

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7. Administrative organization - line of command

---

8. Goals of Special Language Program

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9. Range of instructional approaches considered in developing the Special Language Program

10. Description of instructional model

11. Provision made to assure academic progress in content areas

Bilingual education

Compensatory education services (Title I, etc.)

Special education services

Special or different services provided for immigrant populations compared to native-born

12. Personnel (Hiring practices, certification requirements, availability of sppropriate personnel)

13. Funding sources

14. Distribution and use of special funds

15. Frequency and type of program evaluations

16. Extent to which program evaluations are used to modify program design and kinds of modifications made

17. Length of stay of students in bilingual programs and/or duration of special language assistance/instruction

---

18. Match between services as administratively described and actually delivered within the school and classroom.

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19. Proportion of students who achieve grade level in English reading and math after receiving different types of special services for varying numbers of years and for different initial English language levels.

INTERVIEW - Principal

_____ (Name) _____ (School)

_____ (Date)

---

1. ORGANIZATION FOR INSTRUCTION

   Bussing

   Grade levels served

   How organized (open space/self-contained)

   Assignment of students (how they spend their day)

---

2. How are students identified for special language assistance?

---

3. Extent to which proficiency in the home language is measured and considered in program placement

4. How is language proficiency measured in English and the home language?

---

5. What do you see are the goals of the special program(s)?

---

6. How would you describe the instructional model you have here as it relates to students of Limited English Proficiency?

---

7. How much latitude do you and your teachers have in carrying out the adopted instructional model?

8. Were any other instructional models considered in the development of your program for LEP students? Describe.

---

9. What criteria and procedures are used for Exit (end of service)?

---

10. In addition to what you have already mentioned, are there any other provisions made for assuring academic progress in the content areas?

Bilingual education

Compensatory education (Title I, tutoring)

Special education

Special or different services provided for immigrant populations as compared to native born

---

11. Availability of appropriate materials

    English?

    Home language?

---

12. Funding sources for students in your building (LEP students)

    How are these funds distributed and used?

13. Your special programs are evaluated periodically. Has information from those evaluations been used to modify your program in any way? What kinds of modifications have been made?

---

14. Often there are many reasons why programs cannot be implemented at the school and classroom level as they are administratively described.

    To what extent do you feel that you and your staff have been able to implement and carry out the special program as described by the district policy? How differ? Why?

INTERVIEW - Special Teachers

(School) _____ (Name) _____

(Date) _____ (Assignment) _____

1. Extent to which proficiency in the home language is measured and considered in program placement.

2. How language proficiency is measured in English and the home language.

   English...

   Home language...

3. Exit (end of service) criteria and procedures

4. Goals of Special Program

5. The range of instructional approaches considered in developing the Special Language Program

6. Extent of latitude permitted in carrying out the adopted model of instruction

7. Provisions made to assure academic progress in content areas

8. Special or different services provided for immigrant populations compared to native born

9. Availability of appropriate materials

   English? Home languages?

---

10. Personnel (selection criteria, procedure, role)

---

11. Match between services as administratively described and actually delivered in the school and classroom.

INTERVIEW - Evaluator

Program _____ Name _____

Date _____ Assignment _____

1. Frequency and type of program evaluation

2. Extent to which program evaluations are used to modify program design and kinds of modifications made

3. Comments:

INTERVIEW - Advisory Board Member

Name _____ Date _____

1. Changes in services available to LEP students in recent years? When? What influenced the changes?

2. Goals of Special Language Program

3. Strengths and weaknesses of present program

4. What changes would you like to see made?

SOUTHWEST EDUCATIONAL DEVELOPMENT LABORATORY

PARENT QUESTIONNAIRE/ENGLISH VERSION

INTERVIEWER _____ NAME OF TS _____

INTERVIEW DATE _____ TIME OF INTERVIEW _____

PART I: TELEPHONE CALL OR HOME VISIT TO DETERMINE THE LANGUAGE OF THE POTENTIAL TARGET STUDENT

Hello, I am _____ (your name). I am working with _____ (name of school).

First, let me ask you if you have received a letter from

_____ telling you about the study and indicating

that I would be calling you?

IF YES, CONTINUE BY SAYING SOMETHING LIKE

..."if you have a few minutes," "if it's convenient," etc., I would like to ask you a few questions.

IF HESITANT, ASK IF YOU CAN CALL BACK AT A LATER DATE. MAKE SURE YOU SET A DATE AND TIME.

IF YES, ASK QUESTIONS 1, 2, and 9-16. Terminate interview; say: Thank you very much. You've been very helpful. If your child is selected for the second part of the study we will be calling you again.

WHEN YOU COMPLETE THE TELEPHONE CALL OR HOME VISIT, CHECK ONE OF THE FOLLOWING.

Parent Interview scheduled (by phone): Time _____ Date _____

Parent Interview completed (by phone): _____

Parent Interview scheduled (home visit): Time _____ Date _____

Parent Interview completed (home visit): _____

Parent could not be contacted: _____

Parent refused to grant interview: _____

PART II

FAMILY INFORMATION

1. How long have you lived in _____?

_____ 1. less than 1 year
_____ 2. 1 to 2 years
_____ 3. 3 to 5 years
_____ 4. 5 or more years

2. Was _____ (TS name) enrolled at _____ (school) last year?

3. Besides _____ (TS name), do you have any other children?

Yes _____ No _____

IF YES, SAY:

4. What are their names?

	Name	Grade	Age
Sibling 1.			
Sibling 2.			
Sibling 3.			
Sibling 4.			
Sibling 5.			
Sibling 6.			
Sibling 7.			
Target Student			

NOW ASK FOR CHILDREN'S AGES. SAY:

5. How old is _____? And what grade is he/she in (1981-82)?

IF CHILD IS NOT IN SCHOOL, WRITE "NOT IN SCHOOL" UNDER GRADE COLUMN

6. Were there other family members living in the home before _____ (TS) went to school? Yes _____ No _____

IF YES, ASK:

How were they related to _____ (TS)? LIST:

1. _____ 3. _____ 5. _____

2. _____ 4. _____ 6. _____

7. Oh, how about you? How many years of school did you complete? _____

IF HESITANT, SAY:

"Well, let's go on to the next question."

8. How about your husband/wife? How many years of school did he/she complete? _____

IF HESITANT, SAY:

"Well, let's go on to the next question."

PART IIA. LINGUISTIC INTERACTIONS

PRE-SCHOOL LANGUAGE USAGE

SAY: "Let's get back to the time before your child went to school."

9. Where were you living approximately two years before _____ (TS) entered school? _____ (city, state, country)

a) In which neighborhood? _____

Comment: _____

_____

_____

10. What languages were spoken at home?

IF THE ANSWER IS BOTH ENGLISH AND NATIVE, THEN GO TO Q.10b

English

a. Was _____ (NL) spoken at home?

No _____ Go to Q.11

Yes _____

b. How much of the time would you say _____ (NL) was spoken in the home? (Check the following:)

IF HESITANT, PROMPT BY SAYING: "WOULD YOU SAY" (READ LIST BELOW)

_____Most of the time
_____Equal in both
_____Very little of the time

Native

a. Was English spoken at home?

No _____ Go to Q.11

Yes _____

b. How much of the time would you say English was spoken in the home? (Check the following:)

IF HESITANT, PROMPT BY SAYING: "WOULD YOU SAY" (READ LIST BELOW)

_____Most of the time
_____Equal in both
_____Very little of the time

11. Before _____ (TS) went to school, which languages did he/she use with you?

ON Q.1-34: IF ANSWER IS ENGLISH, OR BOTH ENGLISH AND NATIVE LANGUAGE, THEN ASK ABOUT ENGLISH IN THE FOLLOWING QUESTION. IF THE ANSWER IS NATIVE LANGUAGE, THEN ASK ABOUT NATIVE LANGUAGE IN THE NEXT QUESTION.

How much of the time would you say _____ (TS) _____ with you?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

IF HESITANT, PROMPT BY SAYING: "WOULD YOU SAY HE/SHE USED _____" (READ LIST ABOVE)

12. How about you, which languages did you use with _____ (TS)?

How much of the time would you say _____ (TS) _____ with you?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

13. Before _____ (TS) went to school, which languages did he/she use with his/her father/mother?

How much of the time would you say _____ (TS) used _____ with his/her father/mother?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

14. How about her/his mother/father, what languages did she/he use with _____ (TS)?

How much of the time would you say she/he used _____ with _____ (TS)?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

15. Before _____ (TS) went to school, which languages did she/he use with her/his brothers and sisters?

How much of the time would you say _____ (TS) used _____ with brothers/sisters?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

16. How about her/his brothers/sisters, which languages did they use with _____ (TS)?

How much of the time would you say they used _____ with _____ (TS)?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

17. Before _____ (TS) went to school, which languages did she/he use with her/his friends?

How much of the time would you say _____ (TS) used _____ with her/his friends?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

18. How about her/his friends? Which language did they use with _____ (TS)?

How much of the time would you say they used _____ with _____ (TS)?	E	N	
	___	___	All of the time
	___	___	Most of the time
	___	___	Equal in both
	___	___	Very little of the time
	___	___	Never

GO TO Q 23, PART II-B, IF THERE WERE NO GRANDPARENTS OR OTHERS LIVING AT HOME.

19. Before _____ (TS) went to school, which languages did she/he use with her/his grandparents?

How much of the time would you say _____ (TS) used _____ with her/his grandparents?	E	N	
	___	___	All of the time
	___	___	Most of the time
	___	___	Equal in both
	___	___	Very little of the time
	___	___	Never

20. How about her/his grandparents, which languages did they use with _____ (TS)?

How much of the time would you say they used _____ with _____ (TS)?	E	N	
	___	___	All of the time
	___	___	Most of the time
	___	___	Equal in both
	___	___	Very little of the time
	___	___	Never

21. Before _____ (TS) went to school, which language did he/she use with _____ (Other from Q#6)?

How much of the time would you say _____ (TS) used _____ with _____ (Other from Q6)?	E	N	
	___	___	All of the time
	___	___	Most of the time
	___	___	Equal in both
	___	___	Very little of the time
	___	___	Never

22. How about _____ (Other from Q6), which languages did he/she use with _____ (TS)?

How much of the time would you say he/she used _____ with _____ (TS)?	E	N	
	___	___	All of the time
	___	___	Most of the time
	___	___	Equal in both
	___	___	Very little of the time
	___	___	Never

PART IIB. LINGUISTIC INTERACTIONS

CURRENT LANGUAGE USAGE

SAY: "NOW LET'S TALK ABOUT THE LANGUAGES _____ (TS) USES NOW."

23. Which languages does _____ (TS) use with you NOW?

How much of the time would you say _____ (TS) uses _____ with you?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

24. How about you?

How much of the time would you say you use _____ with _____ (TS)?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

25. Which languages does _____ (TS) use with his/her father/mother NOW?

How much of the time would you say _____ (TS) uses _____ with his/her father/mother now?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

26. Which languages does father/mother use with _____ (TS) NOW?

How much of the time would you say he/she uses _____ with _____ (TS) NOW?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

27. Which languages does _____ (TS) use with her/his sisters/brothers NOW?

How much of the time would you say _____ (TS) uses _____ with them?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

28. How about them? Which languages do they use with _____ (TS) NOW?

How much of the time would you say they use _____ with _____ (TS)?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

29. Which languages does _____ (TS) use with her/his friends NOW?

How much of the time would you say _____ (TS) uses _____ with them?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

30. How about her/his friends? What languages do they use with _____ (TS) NOW?

How much of the time would you say they use _____ with _____ (TS)?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

IF THERE ARE NO GRANDPARENTS OR OTHERS LIVING AT HOME, GO TO Q-35.

31. Which languages does _____ (TS) use with her/his grandparents NOW?

How much of the time would you say _____ (TS) uses _____ with them now?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

32. Which languages do her/his grandparents use with _____ (TS) NOW?

How much of the time would you say they use _____ with _____ (TS)?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

33. Which languages does _____ (TS) use with _____ (Other) NOW?

How much of the time would you say _____ (TS) uses _____ with him/her?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

34. How about him/her? Which languages does he/she use with _____ (TS) NOW?

How much of the time would you say he/she uses _____ with _____ (TS)?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

PRE-SCHOOL ACADEMIC ABILITY

35. Before your child went to school, could he/she do some things which are usually taught in school? _____Yes _____No

IF HESITANT, ASK: "DO YOU RECALL IF HE/SHE COULD _____?"
READ FROM LIST ON Q. 36

IF YES, ASK:

36. What were some of those things he/she could do?

PLACE A CHECKMARK (✓) BY ANSWERS RESPONDENT GIVES IF THEY ARE ON THE LIST WHICH FOLLOWS. IF THEY DO NOT APPEAR ON THE LIST, LIST THEM IN THE SPACE PROVIDED. IF PARENT DOES NOT RESPOND SPONTANEOUSLY TO Q-36, MENTION THE ITEMS LISTED AND CHECK (✓) EACH ITEM UNDER PROBE COLUMN.

PROBE	SUBJECT	( )	LANGUAGE	PERSON WHO TAUGHT STUDENT
___	Count	____	__E __N	Moth Fath Unc/Aunt Gparent Sib O
___	Say ABCs	____	__E __N	Moth Fath Unc/Aunt Gparent Sib O
___	Read	____	__E __N	Moth Fath Unc/Aunt Gparent Sib O
___	Write	____	__E __N	Moth Fath Unc/Aunt Gparent Sib O
___	Draw Pictures	____		Moth Fath Unc/Aunt Gparent Sib O
___	Make Rhymes	____	__E __N	Moth Fath Unc/Aunt Gparent Sib O
___	Sing Songs	____	__E __N	Moth Fath Unc/Aunt Gparent Sib O
___	Color	____		Moth Fath Unc/Aunt Gparent Sib O
	(List Other:) _____		__E __N	Moth Fath Unc/Aunt Gparent Sib O
	_____		__E __N	Moth Fath Unc/Aunt Gparent Sib O
	_____		__E __N	Moth Fath Unc/Aunt Gparent Sib O
	_____		__E __N	Moth Fath Unc/Aunt Gparent Sib O
	_____		__E __N	Moth Fath Unc/Aunt Gparent Sib O

37. In what language(s) did _____ (TS) learn to count? CHECK AND CONTINUE BY SAYING

38. Do you recall who taught him to count? REPEAT QUESTIONS FOR EACH ITEM ON LIST

PART III. PRE-SCHOOL LINGUISTIC ENVIRONMENT (PAST USE)

39. At home, before your child went to school did he/she watch television?

_____Yes _____ No

→Go to Q-40.

IF YES, ASK:

a) What languages were spoken on those television programs _____ (TS) watched? E_____ N_____

b) How much of the time would you say _____ watched television programs in English?
TS

_____ All of the time
_____ Most of the time
_____ Equal in both
_____ Very little of the time
_____ Never

40. At home, before your child went to school did he/she listen to radio programs?

_____Yes _____No
↳ Go to Q-41

IF YES, ASK:

a) In what languages were those radio programs _____ listened to?
TS

E _____ N _____

b) How much of the time would you say _____ listened to the radio in English?
TS

_____ All of the time
_____ Most of the time
_____ Equal in both
_____ Very little of the time
_____ Never

41. At home, before your child went to school, did you receive any newspaper(s)?

_____Yes _____No
↳ Go to Q-42

IF YES, ASK:

a) How often were the newspapers delivered? ____Once a day ____Once a month
____Once a week ____Twice a month

b) What languages were the newspapers written in?

_____ All in English
_____ Mostly in English
_____ Equal in both
_____ Very little English
_____ None in English

c) Who read the newspapers? mother _____ siblings _____ other _____
father _____ grandparents _____

42. At home, before your child went to school, did you subscribe to any magazines?

_____Yes _____No
↳ Go to Q-43

IF YES, ASK:

a) About how many did you subscribe to? _____

b) What languages were the magazines written in?
_____All in English
_____Mostly in English
_____Equal in both
_____Very little English
_____None in English

c) Who read the magazines? mother _____ siblings _____ other _____
father _____ grandparents _____

43. How about books? Were there books in the home? ____Yes ____No
→Go to Q-44

IF YES, ASK:

a) What types of books did you have around the house?
____ religious
____ children's
____ movies
____ encyclopedias
____ reference (dictionary, atlas)
____ other

b) What language(s) were the books written in?
_____All in English
_____Mostly in English
_____Equal in both
_____Very little English
_____None in English

c) Who read the books? mother _____ siblings _____ other _____
father _____ grandparents _____

PART IIIB. HOME LINGUISTIC ENVIRONMENT CURRENT USAGE

44. Does your child watch television now? ____Yes ____No
→Go to Q-45

IF YES, ASK:

a) How much of the time would you say _____ watches television in English?
TS

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

45. At home, does she/he listen to radio programs? ____Yes ____No
→Go to Q-46

IF YES, ASK:

a) How much of the time would you say _____ listens to the radio in English?
TS

___ All of the time
___ Most of the time
___ Equal in both
___ Very little of the time
___ Never

46. Do you receive the newspaper? ___Yes ___No
→Go to Q-47

a) How often do you get the newspaper? ___Once a day ___Once a month
___Once a week ___Twice a month

b) What languages are the newspapers written in?
___ All in English
___ Mostly in English
___ Equal in both
___ Very little English
___ None in English

c) Who reads the newspapers? mother ___ siblings ___ other ___
father ___ grandparents ___

PART IVA. NEIGHBORHOOD LINGUISTIC ENVIRONMENT PRESCHOOL

SAY:

"Let's get back to the past."

47. Before your child went to school, what language(s) were used in your immediate neighborhood?

IF THE ANSWER IS BOTH ENGLISH AND NATIVE, THEN GO TO Q47-b

English

a) Was _____ spoken in the neighborhood?
NL

No _____ Yes _____
Go to Q48

b) How much of the time would you say _____ was spoken in the neighborhood?
NL

(Check the following:)

___Most of the time
___Equal in both
___Very little of the time

Native

a) Was English spoken in the neighborhood?

No _____ Yes _____
Go to Q48

b) How much of the time would you say English was spoken in the neighborhood?

(Check the following:)

___Most of the time
___Equal in both
___Very little of the time

48. Before your child went to school, what languages were used in the local businesses (i.e., bakery, store)?

How much of the time would you say that _____ was used?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

49. Before your child went to school, what languages were used in churches in the neighborhood?

How much of the time would you say that _____ was used?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

50. What languages were used in various social gatherings (i.e., weddings, birthdays, parties, etc.)?

How much of the time would you say that _____ was used?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

PART IVB. CURRENT NEIGHBORHOOD LINGUISTIC ENVIRONMENT

SAY:

We are just about through. I am going to ask you some questions about what language is used in the immediate neighborhood.

51. What languages are spoken in the neighborhood now?

IF THE ANSWER IS BOTH ENGLISH AND NATIVE, THEN GO TO Q51-b

English

a) Is _____ (NL) spoken in the neighborhood?

No _____ Yes _____

→ Go to Q52

b) How much of the time would you say _____ (NL) is spoken in the neighborhood?

(CHECK THE FOLLOWING:)

___Most of the time
___Equal in both
___Very little of the time

Native

a) Is English spoken in the neighborhood?

No _____ Yes _____

Go to Q-52

b) How much of the time would you say English is spoken in the neighborhood?

(CHECK THE FOLLOWING:)

___Most of the time
___Equal in both
___Very little of the time

52. What languages are spoken in the local businesses now?

How much of the time would you say that _____ is used?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

53. What languages are spoken in churches around the neighborhood now?

How much of the time would you say that _____ is used?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

54. What languages are used in social gatherings (parties, weddings...) now?

How much of the time would you say that _____ is used?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never

PART IV-C. PARENT EXPECTATIONS AND ATTITUDES

55. As parents, what are the most important things you would like to see your child learn in school?

LIST

Academic Subjects	Attitudes/Social Behaviors
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

ASK Q-56 ONLY IF ACADEMIC SUBJECTS WERE MENTIONED.

56. In what languages would you like for your child to learn the items you mentioned? _____English _____Native

IF PARENT(S) DOES NOT RESPOND TO Q-55, THEN SAY, "HOW ABOUT..." (AND READ THE FOLLOWING LIST):

		E	N
a. Speaking	___	___	___
b. Reading	___	___	___
c. Writing	___	___	___
d. Math	___	___	___
e. Social Studies	___	___	___
f. Music/Art	___	___	___

In what languages would you like your child to learn these subjects?

SAY

57. I have just one last question. Is there anything else you would like to say about the languages you and your children use at home?

COMMENTS:

SAY

Thank you very much for your time and information. I am sure it will help us learn more about language learning.

TERMINATE INTERVIEW

Southwest Educational Development Laboratory

STUDENT INTERVIEW/ENGLISH VERSION

Grade 4

Name of Target Student _____ School _____

Homeroom Teacher _____ Grade _____

Interview Date _____ Interviewer _____

INTERVIEWER INSTRUCTIONS ARE IN CAPITAL LETTERS. DO NOT READ THESE INSTRUCTIONS TO THE STUDENT.

I. INTRODUCTION

AT THE BEGINNING OF THE INTERVIEW IT IS ESSENTIAL THAT THE INTERVIEWER PUT THE STUDENT AT EASE. THIS WILL BE DONE BY CONVERSING WITH HIM/HER ABOUT ANYTHING WHICH SEEMS APPROPRIATE AT THE TIME. IT IS ALSO ESSENTIAL THAT THE INTERVIEWER ESTABLISH VERY EARLY INTO THE INTERVIEW THE LANGUAGE WHICH THE STUDENT FEELS MOST COMFORTABLE IN. THIS IS TO BE DONE BY ASKING HIM/HER WHICH LANGUAGE HE/SHE PREFERS AFTER ONE OR TWO SHORT INTRODUCTORY QUESTIONS. SUGGESTED INTRODUCTIONS ARE PRESENTED ON P. 2 (OVER).

I. INTRODUCTION

"Hi! I'm _____. What's your name?"

"How old are you?"

"Where do you live?"

THE FOLLOWING QUESTION ON LANGUAGE PREFERENCE MUST BE ASKED AND THE RESPONSE MUST BE RECORDED. THE INTERVIEWER SHOULD THEN PROCEED IN THE PREFERRED LANGUAGE.

"Which language do you prefer to speak?" E N No Preference

"How many brothers or sisters do you have?"

"Do you like to play (kickball, e.g.) ?"

THE INTERVIEWER SHOULD BEGIN WITH PART II AS SOON AS SHE SENSES THAT RAPPORT HAS BEEN ESTABLISHED WITH THE STUDENT OR THAT THE STUDENT IS BEGINNING TO FEEL COMFORTABLE WITH HER.

II. EDUCATIONAL HISTORY

THE PURPOSE OF THIS SECTION IS TO LEARN AS MUCH ABOUT THE STUDENT'S PAST SCHOOLING AS POSSIBLE. THE FOCUS SHOULD BE ON LANGUAGE RELATED AREAS. THE INTERVIEWER SHOULD TRY TO OBTAIN THE INFORMATION LISTED UNDER EACH COLUMN BELOW. PROBE WHERE NECESSARY, BUT DO NOT LEAD THE STUDENT.

"I would like to learn as much as I can about your school. I want you to tell me some things that you can remember about school. Let's see how much you can remember—Can you tell me who your teachers were and what schools you were in?"

	Teachers/Schools		Teachers/Schools
Gr.K	_____	Gr.3	_____
Gr.1	_____		_____
Gr.2	_____		_____

"Now let's start with first grade. You said Ms./Mr. _____ was your teacher. Did you have any other teachers in first grade?"

Year/Grade _____ Teacher(s) a) _____ b) _____
(as named above)

"Now tell me some of the things you remember about Ms./Mr. _____'s class."

FILL IN THE INFORMATION GIVEN IN THE APPROPRIATE SPACES BELOW. INFORMATION ON READING IS PARTICULARLY IMPORTANT. DO NOT, HOWEVER, INSIST IF THE STUDENT DOES NOT REMEMBER OR IF HE/SHE IS UNWILLING TO TALK ABOUT IT. IF MORE THAN ONE TEACHER WAS MENTIONED, ASK ABOUT OTHER TEACHER'S CLASS AS WELL.

Subject	A 0	B	C 30	D	E 60	F	G 90	H	I 120	J	K 150	N/A	Groups	
Reading-E													Yes	No
Reading-N													Yes	No
ESL/Eng.													Yes	No
Native Lang.Dev.													Yes	No
Math-E														
Math-N														
Science-E														
Science-N														
Soc. Stud.-E														
Soc. Stud.-N														
Culture-E														
Culture-N														
Other (List)														
_____														
_____														

"What language(s) did Ms./Mr. _____ use with you most of the time?

E N

"What language(s) did Ms./Mr. _____ use with you most of the time?"

E N

Year/Grade _____ Teacher(s) a) _____ b) _____

(as named above)

"Now tell me some of the things you remember about Ms./Mr. _____'s class."

FILL IN THE INFORMATION GIVEN IN THE APPROPRIATE SPACES BELOW. INFORMATION ON READING IS PARTICULARLY IMPORTANT. DO NOT, HOWEVER, INSIST IF THE STUDENT DOES NOT REMEMBER OR IF HE/SHE IS UNWILLING TO TALK ABOUT IT. IF MORE THAN ONE TEACHER WAS MENTIONED, ASK ABOUT OTHER TEACHER'S CLASS AS WELL.

Subject	A	B	C	D	E	F	G	H	I	J	K	N/A	Groups	
	0		30		60		90		120		150			
Reading-E													Yes	No
Reading-N													Yes	No
ESL/Eng.													Yes	No
Native Lang.Dev.													Yes	No
Math-E														
Math-N														
Science-E														
Science-N														
Soc. Stud.-E														
Soc. Stud.-N														
Culture-E														
Culture-N														
Other (List)														
_____														
_____														

"What language(s) did Ms./Mr. _____ use with you most of the time?

E N

"What language(s) did Ms./Mr. _____ use with you most of the time?"

E N

Year/Grade _____ Teacher(s) a) _____ b) _____
(as named above)

"Now tell me some of the things you remember about Ms./Mr. _____'s class."

FILL IN THE INFORMATION GIVEN IN THE APPROPRIATE SPACES BELOW. INFORMATION ON READING IS PARTICULARLY IMPORTANT. DO NOT, HOWEVER, INSIST IF THE STUDENT DOES NOT REMEMBER OR IF HE/SHE IS UNWILLING TO TALK ABOUT IT. IF MORE THAN ONE TEACHER WAS MENTIONED, ASK ABOUT OTHER TEACHER'S CLASS AS WELL.

Subject	A 0	B	C 30	D	E 60	F	G 90	H	I 120	J	K 150	N/A	Groups	
Reading-E													Yes	No
Reading-N													Yes	No
ESL/Eng.													Yes	No
Native Lang.Dev.													Yes	No
Math-E														
Math-N														
Science-E														
Science-N														
Soc. Stud.-E														
Soc. Stud.-N														
Culture-E														
Culture-N														
Other (List)														
_____														
_____														

"What language(s) did Ms./Mr. _____ use with you most of the time?

E N

"What language(s) did Ms./Mr. _____ use with you most of the time?"

E N

Year/Grade _____ Teacher(s) a) _____ b) _____
(as named above)

"Now tell me some of the things you remember about Ms./Mr. _____'s class."

FILL IN THE INFORMATION GIVEN IN THE APPROPRIATE SPACES BELOW. INFORMATION ON READING IS PARTICULARLY IMPORTANT. DO NOT, HOWEVER, INSIST IF THE STUDENT DOES NOT REMEMBER OR IF HE/SHE IS UNWILLING TO TALK ABOUT IT. IF MORE THAN ONE TEACHER WAS MENTIONED, ASK ABOUT OTHER TEACHER'S CLASS AS WELL.

Subject	A 0	B	C 30	D	E 60	F	G 90	H	I 120	J	K 150	N/A	Groups	
Reading-E													Yes	No
Reading-N													Yes	No
ESL/Eng.													Yes	No
Native Lang.Dev.													Yes	No
Math-E														
Math-N														
Science-E														
Science-N														
Soc. Stud.-E														
Soc. Stud.-N														
Culture-E														
Culture-N														
Other (List)														
_____														
_____														

"What language(s) did Ms./Mr. _____ use with you most of the time?

E N

"What language(s) did Ms./Mr. _____ use with you most of the time?"

E N

III. CURRENT INSTRUCTIONAL PROGRAM

THE PURPOSE OF THIS SECTION IS TO ELICIT A LANGUAGE SAMPLE FROM THE CHILD IN ENGLISH. THE INTERVIEWER SHOULD ASK THE STUDENT TO SPEAK IN ENGLISH ABOUT HIS/HER CURRENT PROGRAM.

"Let's talk about your present grade level. What can you tell me about your class this year? Tell me in English."

Year/Grade _____ Teacher(s) a)_____ b) _____
(as named above)

Subject	A 0	B	C 3Ø	D	E 6Ø	F	G 9Ø	H	I 12Ø	J	K 15Ø	N/A	Groups	
Reading-E													Yes	No
Reading-N													Yes	No
ESL/Eng.													Yes	No
Native Lang.Dev.													Yes	No
Math-E														
Math-N														
Science-E														
Science-N														
Soc. Stud.-E														
Soc. Stud.-N														
Culture-E														
Culture-N														
Other (List)														
_____														
_____														

"What language(s) does Ms./Mr. _____ use with you most of the time?

E N

"What language(s) does Ms./Mr._____ use with you most of the time?"

E N

IV. LANGUAGE RESOURCES

THE PURPOSE OF THIS SECTION IS TO TRY TO DETERMINE WHICH LANGUAGE(S) THE STUDENT SPOKE ON ENTRY INTO SCHOOL AND WHICH LANGUAGE(S) HE/SHE SPEAKS NOW.

1. Which language(s) did you speak before you came to school? E N

How much of the time would you say you used _____ (lang. mentioned above Q-1)?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never
___	___	D/K

2. Which language(s) do you speak now? E N

How much of the time would you say you use _____ (lang. mentioned above Q-2)?

E	N	
___	___	All of the time
___	___	Most of the time
___	___	Equal in both
___	___	Very little of the time
___	___	Never
___	___	D/K

V. INTERVIEWER'S COMMENTS

INTERVIEW CONDUCTED IN: E N

_____

_____

_____

_____

_____

Appendix B

Elementary Newcomer Transition Form
Secondary Newcomer Exit Form
Elementary Regular Bilingual Exit Form
Secondary Regular Bilingual Exit Form
for ESL and/or Bilingual Services

ELEMENTARY NEWCOMER
(Grades 2-6)
TRANSITION FORM

Name _____ School _____

I.D. _____ Date _____

Grade _____ OPT Code _____

Service Information: ____ Number of semester in newcomer program (include current semester)

Entry Date to District _____

Student is currently receiving in newcomer center

_____ ESL _____ Math
_____ Reading _____ Social Studies
_____ Bilingual Instruction _____ Other

/OBJECTIVE TEST DATA/

						Points
• SOFT	Score	0-16	17-19	20-27	28 +	
	/Points	0	6	8	10 /	_____
• CAT Rdg Comp	Percentile Score	0-9	10-18	19-22	23+	
	/Points	0	5	15	20 /	_____

/NEWCOMER & CLASSROOM STAFF ASSESSMENT OF STUDENT'S LEVEL OF ACADEMIC ACHIEVEMENT/

Subject		Level of Academic Performance							
		At Grade Level	Below Grade Level						
			-1	-2	-3	-4	-5	-6	
Reading	Points	7	6	4	2	0	0	0	_____
L.A.		7	6	4	2	0	0	0	_____
Math		3	3	2	1	0	0	0	_____
Other (Sci,SS,etc.)		3	3	2	1	0	0	0	_____

/STAFF RECOMMENDATIONS/

					Points
• Classroom Teacher Recommendation	Exit	Yes	Marginal	No	
	/ Points	20	10	0 /	_____
• Newcomer Staff Recommendation	Exit	Yes	Marginal	No	
	/ Points	30	15	0 /	_____
				Total Exit Score (Enter on printout)	

Total Points	Recommended Action
80-100	Exit -- Unless staff provides justification statement
70-79	Exit or Retain -- Joint staff decision
69 & below	Retain -- Unless staff provides justification statement

/FINAL JOINT RECOMMENDATION/

Exit	Retain

Justification statement (if necessary) Write on back of this sheet.

SECONDARY NEWCOMER EXIT FORM

Student Name _____ School _____

I.D. _____ Entry date to district _____

Grade _____ OPT _____ Total semesters in a N/C program (include current semester) _____

Date _____

SKILL TESTS SCORES

A. SOFT (oral) _____ Total Score (score 32 or above to consider for exit)

B. CAT (reading) (at grade level ____) or (at Level 15 ____) _____ Rdg. comp. grade equivalent (G.E. 5 to consider for exit)

C. WRITING _____ _____ _____ _____ _____ _____ (score 68 to consider for exit

Recog. Sent. (10)	Cap. Punc. (15)	Descrip-tive (20)	Note (25)	Letter (20)	Total

SUBJECTIVE CRITERIA (BY N/C TEAM)

OBSERVATION ____ has attained benchmarks at grade 5 level in English, Reading, Math.

____ is ready for ESL II or 9A

____ is able to follow oral/written directions

____ is able to do at least partial assignments

____ is able to take tests

____ exhibits desire and motivation to exit

TEACHERS'S RECOMMENDATIONS: SIGNATURE

ESL teacher	___	Retain in N/C ESL	___	EXIT to Regular ESL _____
Reading teacher	___	Retain in N/C Reading	___	EXIT from N/C Reading _____
Math teacher	___	Retain in N/C Math	___	EXIT from N/C Math _____
Science teacher	___	Retain in N/C Science	___	EXIT from N/C Science _____
Social Studies teacher	___	Retain in N/C Social Studies	___	EXIT from N/C Social Studies _____

___ Maintain option as Newcomer if retained in 3 or more N/C classes.

___ EXIT and change option to Regular Bilingual if taking 2 or less Newcomer classes.

ELEMENTARY REGULAR BILINGUAL
(Grades 2-6)
EXIT FORM

Name _____ School _____

I.D. _____ Entry Date to District _____

Grade _____ OPT Code _____

Service Information: Student is currently receiving

___ ESL
___ Bilingual
___ Not in Program

/OBJECTIVE TEST SCORE INFORMATION/

• SOFT	Score	0-23	24-26	27-29	30-32	33-35	36-40
	/Points	0	2	4	8	9	10 /
• CAT Rdg. Comp.	Percentile Score		0-14	15-22	23-28	29-34	35 & above
	/Points		0	10	16	18	20 /

/CLASSROOM TEACHER'S ASSESSMENT OF STUDENT'S LEVEL OF ACADEMIC ACHIEVEMENT/

Subject		At Grade Level	Number of Grades Below Grade Level					
			-.5	-1.0	-1.5	-2.0	-2.5	-3.0
Reading	Points	15	14	12	8	4	2	0
L.A.		10	9	8	6	4	2	0
Math		5	4	4	3	3	2	0
Other (Sci,SS,etc.)		5	4	3	2	1	0	0

Point Chart

Subtotals a.

/STAFF RECOMMENDATIONS/

• ESL Teacher Recommendations	Needs ESL	Yes	No
	/ Points	0	20 /
• Bilingual Staff Recommendations * (Complete only if student is receiving bilingual support)	Needs Bil	Yes	No
	/ Points	0	20 /
• Classroom Teacher Recommendation	Needs ESL	Yes	No
	/ Points	0	20 /
	Needs Bil	Yes	No
	/ Points	0	20 /

ESL	Bil

Subtotals

ESL	Bil
b.	c.

Total Exit Score (Enter on printout)

ESL	Bil
a+b	a+c *

Points			Action
Total ESL	Total Bil	If no Bil Staff Recommendation **	
80-100	80-100	60-80	Exit -- Unless staff provides justification statement
70-79	70-79	50-59	Exit or Retain -- Staff recommendation
69 + below	69 + below	49 + below	Retain -- Unless staff provides justification statement

/FINAL JOINT RECOMMENDATION/

Exit (Check)
ESL
Bil

Justification statement (if appropriate)

_____

_____

_____ _____

Staff person coordinating exit process Date

* If the student is not served by a bilingual staff person use third column of point chart to determine exit action for bilingual instruction.

SECONDARY REGULAR BILINGUAL
EXIT FORM
for ESL and/or Bilingual Services

Student Name _____ School _____

I.D. _____ Entry Date to District _____

Grade _____ OPT Code _____

Service Information: Student is currently receiving

_____ ESL
_____ Bilingual Instruction
_____ Not in Program (W/ or W/O Waiver)

/OBJECTIVE TEST INFORMATION/

							Points
• SOFT	Score	0-16	17-24	30-34	35-37	38-40	
	/Points	5	10	17	19	20 /	
• CAT Rdg Comp	GE Score for Gr.6	3.0	3.5	4.0	4.5	5.0	
	Gr.7-8	3.0	4.0	4.5	5.0	5.5	
	Gr.9-12	4.0	5.0	5.5	6.0	6.0	
	/Points	0	5	15	25	30 /	

Subtotal | a.

/STAFF RECOMMENDATIONS/

				ESL	Bil
• Classroom Teacher Recommendation (In required subject area Social Studies, Science, or Health)	Needs ESL	Yes	No		
	/ Points	0	20 /		
	Need Bil	Yes	No		
	/ Points	0	20 /		
• ESL Teacher Recommendation	Needs ESL	Yes	No		
	/ Points	0	30 /		
• Bilingual Staff Recommendation * (* If available. Otherwise do not complete and use ** column below)	Needs Bil	Yes	No		
	/ Points	0	30 /		
			Subtotal	b.	c.
			Total Points	ESL a+b	Bil a+c

/INTERPRETATION/

Points			Action
Total ESL	Total Bil	If No Bil Service **	
80-100	80-100	65-85	Exit — Unless staff provides justification statement
70-79	70-79	55-64	Exit or Retain -- Joint staff recommendation
69 less	69 less	54 or less	Retain -- Unless staff provides justification statement

/FINAL JOINT RECOMMENDATION/

Exit	Retain
ESL	ESL
Bil	Bil

Justification statement (if necessary)

_____

_____

_____ _____

Staff coordinating exit process Date